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COMMITTEE ON THE COSTS OF EDUCATION

TRANSCRIPT OF PUBLIC HEARINGS

held in Toronto, 1972

PART II



T.A. MacBwen  
in  
memory of  
M. St. A. Woodside

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COMMITTEE ON THE COSTS OF EDUCATION

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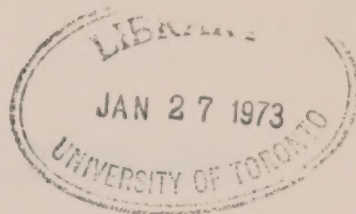
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PART II

C O N T E N T S



May 29, 1972

Ontario Secondary School Headmasters' Council, OSSTF  
Ontario Secondary School Teachers' Federation  
Canadian Mental Health Association, Ontario Division  
Ontario Secondary School Teachers' Association, District 15  
The Women Teachers' Associations of Ontario  
Etobicoke (Elementary) Teachers' Association

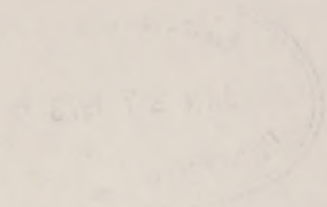
May 30, 1972

Ontario Federation of Agriculture  
Ontario Library Association  
The Metropolitan Toronto School Board

June 26, 1972

Ontario School Trustees' Council  
Ontario Separate School Trustees' Council  
Ontario Association of School Business Officials  
Ontario Association of Education Administrative Officials  
Ontario Educational Communications Authority  
Canadian Association for Children with Learning Disabilities,  
Ontario Division  
Toronto Teachers' Federation







Nethercut & Co. Ltd.

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Toronto, Ontario,  
Monday, May 29, 1972.

Toronto, Ontario

1 ---On commencing at ten o'clock a.m.

2  
3 Organizations & Groups Brief #22  
4 SUBMISSION OF THE ONTARIO SECONDARY SCHOOL HEAD-

5 MASTERS' COUNCIL

6 OSSTF

7 THE CHAIRMAN: We appreciate your coming,  
8 gentlemen, and thank you for your brief. Would you  
9 assume that all of us have had the opportunity to  
10 read it, which we have. If you have anything you  
11 would like to add to it, at the present time, this  
12 would be an appropriate moment to do it. We have  
13 prepared some questions we would like to ask you and  
14 we will probably think of others as we go along. So,  
15 Karl, I will let you kick off, if you would like to  
16 add anything to the brief.


17 MR. WELL: Thank you very much. I will  
18 start by following the advice of Dr. McCarthy in his  
19 letter to Mr. Perry suggesting that I introduce the  
20 panel first, and then perhaps a very brief background  
21 of our organization, which will be very brief.

22 I would like first of all to present Mr.  
23 John Askew to my immediate right. John is the first  
24 vice-chairman of the OSSAC and is from the London  
25 area. Next on my right is Mr. Wilf Book, past  
26 chairman of the OSSAC, and he is from Fort Frances.  
27 On my immediate left is Mr. Clare Perry, executive  
28 secretary of the OSSAC. This constitutes the panel.  
29 I am Karl Well from the Timmins area of Northern  
30 Ontario, and chairman of the OSSAC.







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Toronto, Ontario

1 A brief history and the purpose of the  
2 OSSHC, the Ontario Secondary School Headmasters'  
3 Council, I think it is sufficient to say that we are  
4 a council within OSSTF, a separate council. At the  
5 present time we have complete control of our  
6 constitution, et cetera, a self-governing body.

7 As far as purposes are concerned, I think  
8 I can cover it most briefly by reading from our  
9 constitution as to the identity of our purpose. I  
10 will quote:

11 "1. To foster the development of  
12 a strong, united professional organi-  
13 zation.

14 "2. To promote and advance the  
15 cause of education as stated in  
16 Article II of the Constitution of  
17 the Ontario Secondary School  
18 Teachers' Federation.

19 "3. To make provision for  
20 appropriate liaison and direct  
21 communication with the Department  
22 of Education and other educational  
23 bodies in matters affecting the  
24 headmaster primarily.

25 "4. To enhance the status of  
26 secondary school headmasters and  
27 to give clear and vigorous expres-  
28 sion of the thoughts and opinions  
29 of our principals throughout the  
30 province in areas affecting the









1 headmaster primarily.

2 "5. To provide a means whereby  
3 the secondary school headmasters  
4 of the province of Ontario shall  
5 have an opportunity to consider  
6 problems of school administration,  
7 organization, curriculum, other  
8 similar matters of professional  
9 interest, and give leadership in  
10 their solution."

11 I think that sums up why we exist.

12 Now, concerning our brief, I am taking  
13 into consideration that it has been read and digested  
14 and questions prepared, so I am not going to read  
15 excerpts from it, but there are one or two points we  
16 would like to just make.

17 Basically, the brief, as prepared and  
18 presented to the Committee, is a brief prepared on  
19 the basis of I guess we can call it our own task  
20 force, because we submitted a questionnaire to all  
21 600 school principals of the province concerning  
22 financial ceilings, concerning financial controls,  
23 and we asked them what are the effects of these?  
24 What are their opinions and recommendations, et cetera?  
25 From the briefs received from the 600 principals  
26 we, as a committee, sat down and drew up the brief,  
27 so you might say this brief represents the consensus  
28 of opinion of the principals of the Province of  
29 Ontario.

30 Basically, the recommendations and the points



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1       noted are points that were brought up as recurring  
2       themes from the individual submissions of the princi-  
3       pals.

4               I would like to start off by saying  
5       basically that I guess one of the main recurring  
6       themes that came up was that basically the headmasters  
7       of the province agree with financial controls.  
8       However, the comment goes on further to question or  
9       to advise the committee to question the direction of  
10      the thrust of some of these controls. I think the  
11      thing we all want to stress as principals is that  
12      the most important work in education today is being  
13      done in the classroom, and that all other functions  
14      of education are to facilitate the work done in the  
15      classroom. We question whether or not the thrusts  
16      are or should be directed in that direction. We feel  
17      there are other directions that this thrust of  
18      financial controls could take.

19             The other point we would like to stress,  
20      in addition to our brief, is that we feel that one  
21      of the main things that we should be looking at in  
22      financial controls is the duplicity of services, of  
23      functions perhaps. There seems to be a confusion of  
24      functions and a duplicity of services and facilities.  
25      We feel that some of the roles of the leadership in  
26      education are not clearly defined, clearly defined  
27      in function and philosophy, function and/or  
28      philosophy.

29             We have attempted in our brief to focus  
30      attention on the problems and as a committee we by no







1 means take the stand that we have all the answers. I  
2 hope that we are as quick with the answers as I hope  
3 you will be quick with the questions. At this point,  
4 Mr. McEwan, I would like to turn it over to you people  
5 for questions.

6 THE CHAIRMAN: Thank you, Karl. What we  
7 are trying to do is dig out all the factual information  
8 we can. Some of the questions we have prepared are  
9 to bring out fact as compared to opinion. What I  
10 would like to know, you have taken a survey of 600  
11 principals across the province. Have you as a group  
12 done any research to separate opinion from actual  
13 fact? This is the great difficulty that the  
14 Committee has right now. We have many opinions and  
15 we have to dig out facts and base our conclusions on  
16 that. Have you made any studies which might be of  
17 some use to us?

18 MR. WELL: Statistical studies? We can  
19 present ---

20 THE CHAIRMAN: Anything that might back up  
21 some of the things you are saying here in your brief.

22 MR. WELL: I will speak first and let you  
23 speak after, Clare. The thing that we have done to  
24 back up the opinions ---

25 THE CHAIRMAN: You say it is a consensus?

26 MR. WELL: A consensus. We have gone to  
27 our total membership, plus we have presented our  
28 brief to the board of directors who represent each  
29 area to make sure that everything we have put in here  
30 is as accurate and truthful as possible. We have





1 deliberately tried to stay away from opinions we felt  
2 as a group were not substantiated. Clare might have  
3 other information.

4 MR. PERRY: Karl made reference to our  
5 submitting an invitation to our members to submit  
6 their thoughts on the effects of provincial ceilings  
7 and, secondly, on possible ways in which we think  
8 economies may be made. We recommended that each  
9 group of principals by board discuss those two  
10 approaches, those two questions, and give us their  
11 considered opinion. These submissions were arrived  
12 at after careful discussion by principal groups, so  
13 that we think that they were not forwarded lightly.  
14 They were well thought through thoughts, thoughts  
15 and decisions.

16 We did avoid the statistical type of data.  
17 As we indicated in our introductory paragraph, we  
18 thought you would be interested in these two aspects  
19 of the question on costs of education.

20 THE CHAIRMAN: We were interested in your  
21 opinions, particularly the headmasters' group. You  
22 have a very heavy responsibility. If you have done  
23 any studies, would you make them available, so we  
24 can incorporate them into the studies we have?  
25 Subsequently we may have questions we would like to  
26 defer to you and I would assume that you would agree  
27 with that.

28 Getting into some of the questions that we  
29 have prepared, on page 2, about three-quarters of the  
30 way down the page you say (inaudible).







1       What percentage or proportion of the increase in  
2       costs do you attribute to the program to which you  
3       refer and how do you determine this allocation?

4               MR. WELL: Well, this would vary, Mr.  
5       McEwan, quite substantially throughout the province.  
6       I think we also state in here that the greatest per-  
7       centage in the increased costs of education tended  
8       to be in the area of salary. We do point this out  
9       in our brief. However, what we are also attempting  
10      to point out is that the base of costing of education  
11      is an ever-increasing base and, as we pointed out,  
12      I don't think we need to go through all of the points  
13      we make on pages 4 and 5 which are program changes  
14      which have resulted in increased costs.

15             I would suggest that the reasons stated on  
16      pages 4 and 5 are an expansion of page 2 which would  
17      be different in the City of Toronto to Sioux Lookout  
18      in Northern Ontario, let's say, but they are there  
19      and they have been expanding programs and they are  
20      more costly. We could very quickly or very easily  
21      revert back to the little red schoolhouse concept  
22      and save everybody a lot of money. I think this is  
23      basically what we are proposing.

2   24            THE CHAIRMAN: What benefit does the economy  
25      receive and how do you determine the benefits to the  
26      economy?

27             MR. BOOK: Benefit to the economy? If you  
28      make the assumption that the increased level of  
29      education of the school age people is going to result  
30      in increased productivity, then we are obviously





1 educating a greater percentage of the teens than we  
2 were, say, fifteen years ago. If that assumption  
3 is in question, then, perhaps some part of that state-  
4 ment is in question. Certainly the number of people  
5 staying in school, first going into secondary schools,  
6 has increased very substantially and the numbers  
7 dropping out have decreased equally substantially.  
8 We are graduating more students in a much broader  
9 band. If you want to look at it on a sort of a  
10 negative view, I think perhaps the welfare costs,  
11 to the degree that unemployment is tied to lack of  
12 education, welfare costs must have decreased. Once  
13 again, the assumption is that more education means  
14 more productivity in the individual. We are indeed  
15 educating a far greater proportion of the secondary  
16 school age students than we were before these changes  
17 took place.

18 MR. ASKEW: I would submit, Mr. Chairman,  
19 that we are attempting to equip young people, but  
20 I am not sure that they always will have the  
21 opportunity to be productive. That is there within  
22 the area of the community and the economy, but we  
23 hope that more or a higher proportion of our young  
24 people are employable, because of their education.

25 MR. PERRY: Mr. McEwan, I think the focus  
26 of our society is the production of goods. We  
27 stress so much the gross national product and so on.  
28 The importance of human development should be the  
29 paramount thing. Surely the serving of the  
30 intellectual, emotional and spiritual needs of man is







1 the priority; it should be the priority. We talk  
2 glibly about the true quality of life. That is what  
3 education is all about.

4 MR. WELL: I would like to make one comment  
5 too. I think, going deeper into your question, I  
6 think that educators and education today --- we are  
7 attempting to live under a burden which we accepted  
8 in the late forties, fifties and carried through  
9 into the sixties that education is there as job  
10 training. We sold education --- when I say "we," I  
11 don't mean us here --- I mean we educators together ---  
12 sold education to the public and the increased costs  
13 of education to the public under the guise of "You  
14 go through so many years of training in high school,  
15 university, and you will get a good job." I think  
16 we all recognize this as the truth.

17 I think it is only within the last two  
18 or three years that the general public is realizing  
19 and perhaps we as educators are realizing that we  
20 are not job training. We are preparing them to cope  
21 with life, yes, but we are not giving them a specific  
22 job training. Therefore, we cannot justify increased  
23 costs or perhaps even costs on the basis of job  
24 training. We cannot justify increased costs and  
25 costs on the basis of preparation of people to become  
26 part of society. It is therefore the recommendation  
27 and Mr. Book made reference to it, or Mr. Askew did,  
28 that it is a community-school cooperation involvement  
29 situation we are looking for, to perhaps have the  
30 community help us to determine what emphasis should be





1 perhaps placed on education today, which way it should  
2 go, and that the community itself has some responsi-  
3 bility.

4 I feel and I think many educators today  
5 feel that the community has abdicated too many things  
6 to the educational system and are starting to come  
7 back now saying "How come?". I hope I am not off  
8 the track of the question.

9 DR. PHILLIPS: Just following that up, on  
10 page 3 you state that:

11 "At the provincial level,  
12 education should have a  
13 countervailing, positive  
14 message."

15 I certainly agree with that, but I would like to ask  
16 who, in your view, has the responsibility for  
17 promulgating that message? For example, has the head-  
18 masters' council undertaken anything along this line?

19 MR. WELL: Mr. Chairman, yes, we have.  
20 The work done by the OSSHC is not job protection,  
21 not tenure of office. We never discuss salary  
22 issues or anything like this. We are here as a group  
23 to discuss educational philosophy and educational  
24 issues. Our annual assemblies are always based on  
25 highlight talks, talks designed primarily to instill  
26 enthusiasm, to clear up definitions of roles, et  
27 cetera. We approach industry people for participation  
28 in our conferences to try to get the community or  
29 the commercial slant on education. We, through  
30







1 our own public relations office, try to get these  
2 views expressed provincially around the province. It  
3 is a small thing, but we are basically saying that we  
4 feel we have taken these positive steps. We sometimes  
5 get the feeling, Mr. Chairman, that we are a voice  
6 crying in the wilderness. We feel that there should  
7 perhaps be a greater positive statement coming from  
8 the Department. It bears more weight, for one thing,  
9 than from just the headmasters.

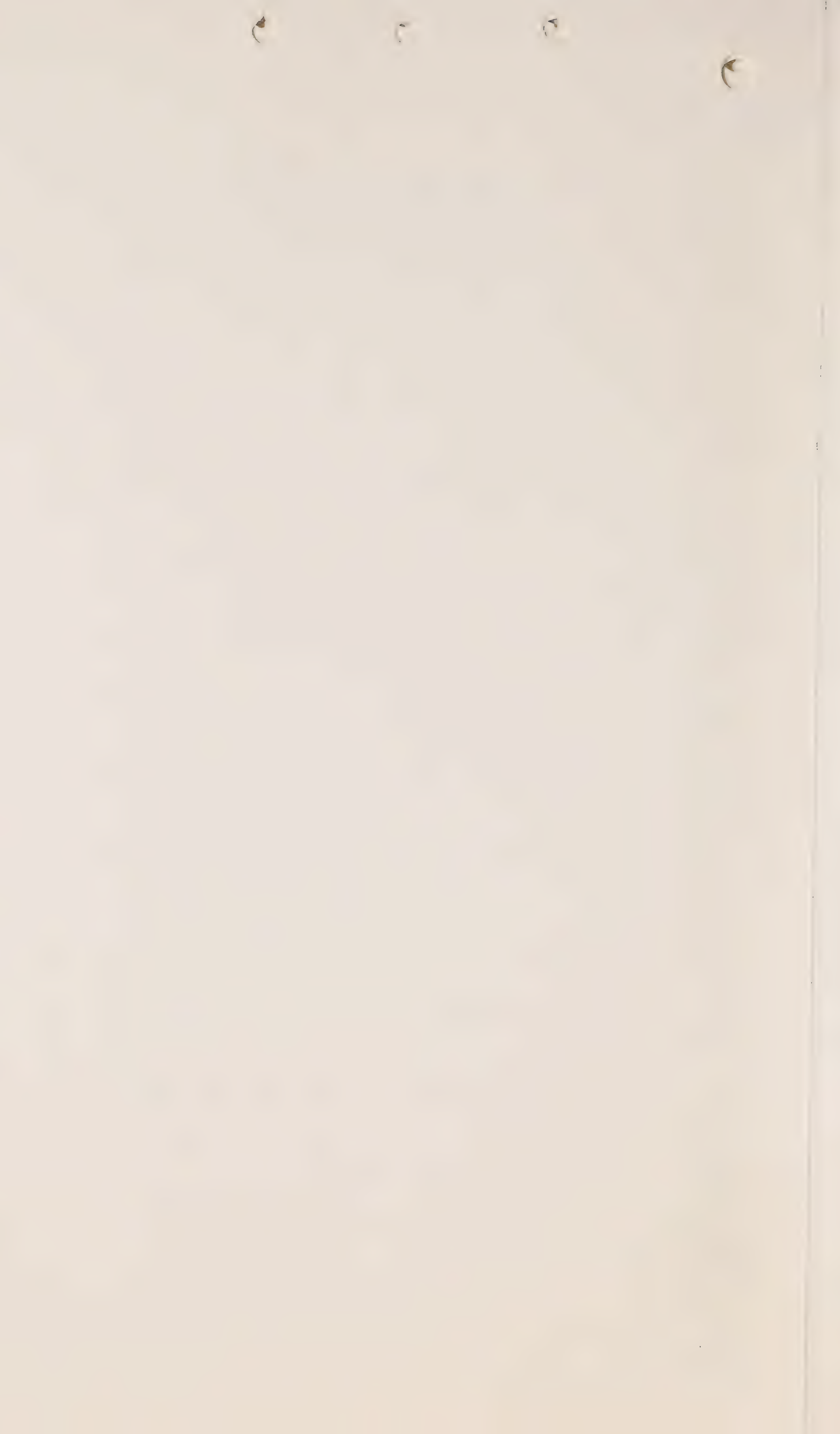
10 On a local basis, principals within the  
11 boards' hierarchy tend to find themselves again  
12 stifled because board press releases or school press  
13 releases that do not pertain to just a single school,  
14 but are philosophical types of releases, a director or  
15 a superintendent or one of his assistants feels that is  
16 his own bailiwick --- hands off, so to speak, with  
17 the result that I feel, publicity-wise, we are coming  
18 off badly. When I say "we," I mean education. I  
19 think it is the feeling of this committee that we  
20 really have a need to educate the public. I don't  
21 mean that in a derogatory sense, but we need to let  
22 them know what is going on and where we are heading.

23 DR. PHILLIPS: Do you think that that  
24 function should be left entirely to the committee?

25 MR. WELL: No, I don't.

26 DR. PHILLIPS: What part should educators  
27 themselves play?

28 MR. BOOK: I think that the lack of informa-  
29 tion going to the public is in good part our own fault.  
30 In the palmier years, when there was a teacher shortage







1 and the spectre rose up and scared everybody and  
2 education was a sacred word, educators, including  
3 principals, tended to feel that they were the experts  
4 and were in charge and everybody else should trust  
5 them and leave it at that. I don't think that  
6 every principal or every educator felt that way,  
7 but this was a danger. It was comparatively  
8 recently, although it advocates the ceilings, that  
9 people in education have begun to realize that  
10 they have a job, both to inform the public, and  
11 to involve the public and individual schools all  
12 over the province are taking strong steps, though  
13 not necessarily effective steps, to involve the  
14 public, to keep the public informed. At the moment  
15 part of the problem is that the public has been ---  
16 perhaps it is a natural thing with the public,  
17 anyway, but we also had encouraged that they would  
18 be almost apathetic, simply subscribe to what we  
19 said and leave it at that. I think we do have a  
20 responsibility and in virtually every school in the  
21 province strong efforts are being made by staffs  
22 and by boards of education to reach the public with  
23 news releases, with open days, with community  
24 councils of one kind and another. I think this is a  
25 necessary thing, but our point is that the depart-  
26 ment of education itself has also a responsibility  
27 which we feel it could do better and that is to,  
28 on a provincial basis, continually bombard the  
29 public with the kind of positive information about  
30 education which is available, which is not getting





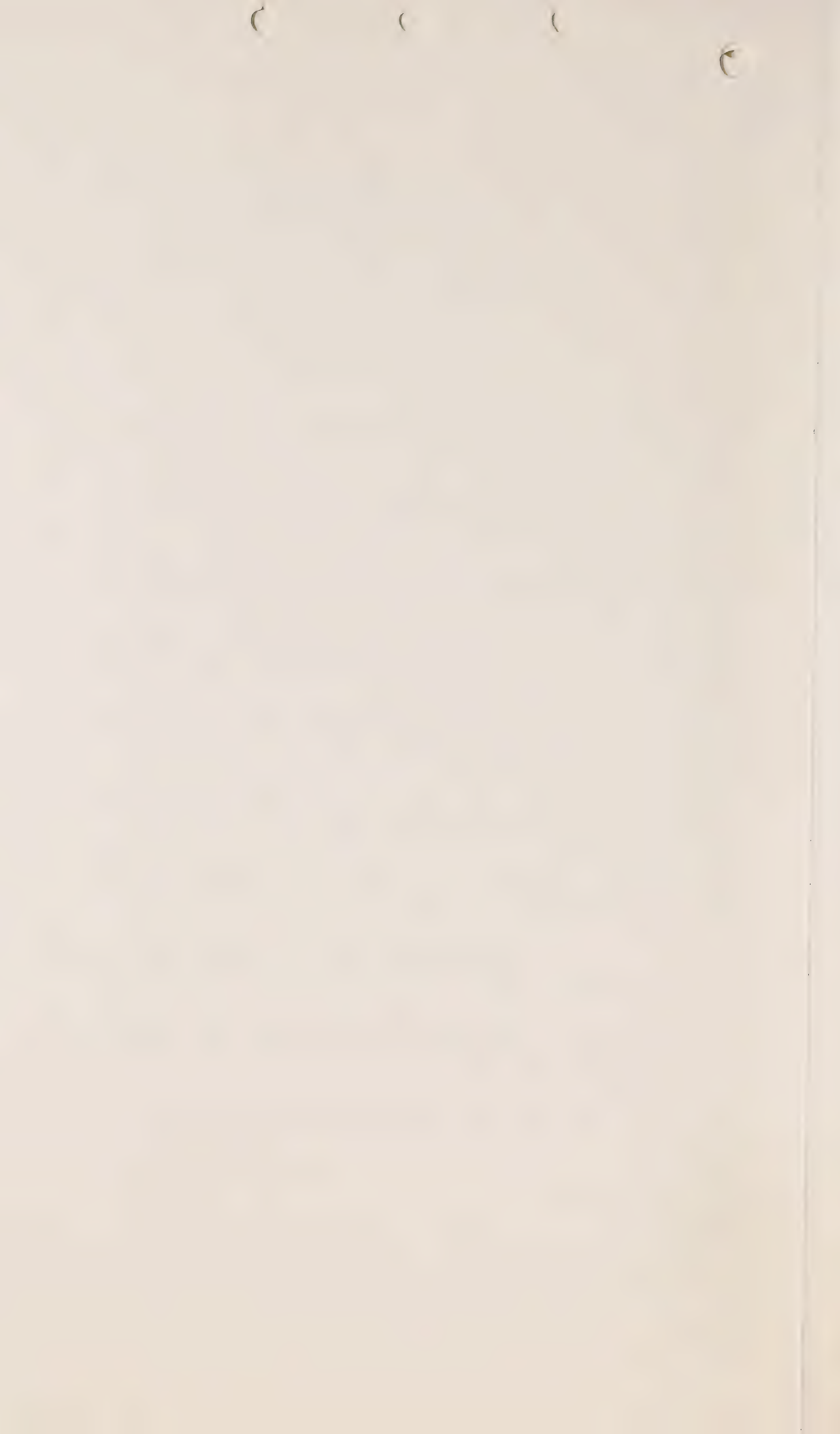
1 out to the public to the degree that it should. We  
2 don't think it should be done only locally. The  
3 department should have a campaign going just about as  
4 strongly for the positive aspects of education as the  
5 newspapers so often seem to have against.

6 I recall very recently there was a huge  
7 article on Atikokan because Atikokan became high in  
8 the opinionaire of teachers, the Atikokan board stood  
9 high. There was a full-page article and the Globe &  
10 Mail reporter checked out and found that the community  
11 was happy and the teachers were happy and they got a  
12 few reasons. Then he dug and dug and kept on digging  
13 until he found a few pupils who were not happy and in  
14 the last two paragraphs the Globe & Mail quoted those  
15 pupils. This is an approach which we accept, but we  
16 deplore it. We think that the Department of Education  
17 could counter that to some degree by a little more  
18 positive statement on its aims, on its results. This  
19 is the point we are trying to make, sir.

20 THE CHAIRMAN: One of the groups who spoke  
21 to us, Karl, said they agreed with this, but they also  
22 stated part of the problem was the amount of misinforma-  
23 tion being disseminated in the press, that is, from  
24 some of the professional groups, particularly in recent  
25 months. Do you agree that this is perhaps part of our  
26 problem today?

27 MR. ASKEW: I think it is part of our  
28 problem and I believe that what we had in mind in our  
29 statement that at a provincial level there is a need for  
30 a countervailing force. For many decades I believe







1 Ontario has been considered as one of the leading  
2 educational jurisdictions on this continent. We have  
3 had a traditional and high-calibre system and the  
4 products of our system were acceptable very widely  
5 through the breadth of the continent.

6 We have then moved into a period of  
7 innovation and experimentation under the influence of  
8 new ideas and under the influence of the Hall-Dennison  
9 Report. There are many things about this that are  
10 good and desirable, but at the same time we have opened  
11 the possibility to denigrate much of what was  
12 essentially good and strong about Ontario education.  
13 I think this is where we need caution, where we need  
14 to stand up and say Ontario education has been good  
15 and essentially is a good product.

16 It is so often people are saying "This  
17 is wrong and that is wrong. The high schools do this  
18 or that and the principals are terrible ogres and old  
19 fashioned and not 'with it,'" and so on. We need a  
20 voice and I think this is the area of the misinformation.

21 THE CHAIRMAN: I think we now know  
22 what you mean. A question I would like to throw at  
23 you: do you as principals attend board meetings?

24 MR. WELL: Yes.

25 MR. BOOK: No.

26 THE CHAIRMAN: This is a habit I was  
27 wondering about. I wondered if principals were always  
28 there to ask questions.

29 MR. WELL: You are speaking of us  
30 individually?







1 THE CHAIRMAN: Is this the routine  
2 throughout the province?

3 MR. ASKEW: In larger boards I think the  
4 principals don't ask questions. They are there to  
5 observe, to be consulted, if desired, but very often  
6 the consultation goes to a superintendent or an  
7 associate or assistant superintendent and maybe then  
8 down to the principal, unless there happens to be some  
9 little crisis or item about the school of which I am  
10 the particular principal, the superintendent would  
11 usually say, "John, what's going on?" or "What do you  
12 think should be done about this?". I am speaking  
13 now of London, but I think this is quite characteristic  
14 of county boards and so on. We have a principals'  
15 association and we have an observer at all board  
16 meetings. Many of the other principals make a  
17 practice of attending as observers.

18 THE CHAIRMAN: One further question along  
19 this line: you say that the public doesn't identify  
20 with the schools in the community. When I was a  
21 trustee, I don't remember anybody, a few parents  
22 attending a meeting, unless they were presenting a  
23 brief. The principal would always be there, but not  
24 the people. What has changed?

25 MR. WELL: I would like to answer that  
26 one, Mr. McEwan. I think in areas like Toronto and  
27 London they have always had a big board type of  
28 organization. I don't think too much has changed, but  
29 in the more rural or smaller community situations  
30 there has been a very noticeable change. For example,





1 let's take the Township of Timmins and Tisdale. Timmins  
2 had a high school board for the Town of Timmins and  
3 Tisdale had the Tisdale Township School Board. Timmins  
4 had two high schools under its jurisdiction and I was  
5 principal of one board high school. These were very  
6 common and as such I represented the senior education  
7 officials to that board and I was at all board meetings  
8 and between the chairman and myself the relationship  
9 was far greater than it could ever be here. That is not  
10 the point you make. The point is this, however: that  
11 the entire board was composed of interested members  
12 of the community who were served by that one high  
13 school, not the whole area. The new Timmins Board of  
14 Education has one representative or two representatives  
15 from Tisdale Township. The remainder / come from Timmins or  
16 Mountjoy or some other area within the total new large  
17 jurisdiction, and we are now just one high school of  
18 four. The whole relationship between myself and the  
19 board members, the school and the board members has  
20 changed.

21 The community, I think in direct answer  
22 to your question, is slowly --- and this is being  
23 fought right down the line --- is slowly feeling "What's  
24 the use? The board is dominated by the people from  
25 the town." I don't think you notice this in Toronto,  
26 but I think that if you speak to principals who are  
27 in the smaller board jurisdictions, they would tell  
28 you somewhat the same story. There is a definite break-  
29 down of communications from what it used to be. There  
30 are benefits. I don't want to knock it entirely.







1 There are benefits from the new organization as well,  
2 but there are some humanistic feelings, too.

3 THE CHAIRMAN: Speaking of communication  
4 between yourself as professional staff and the board,  
5 but here you are talking about the public.

6 MR. WELL: We are talking about both,  
7 Mr. McEwan. The community under the one-board system  
8 felt "That is our school," and acted accordingly.

9 Now it has become a more businesslike, professional  
10 basis, less personal. I think in the end there might  
11 be good in that and some bad in that. That is the  
12 board-community relationship.

13 THE CHAIRMAN: You are not suggesting  
14 that we go back to the little red schoolhouse with  
15 five farmers who knew nothing about education? You  
16 said we wanted to get away from that.

17 MR. WELL: I am not suggesting that by  
18 any means.

19 THE CHAIRMAN: I just threw this out so  
20 you could relax and have your coffee. It wasn't a  
21 very serious question.

22 MR. WELL: I think you can have a serious  
23 answer and that is, going back to your point you were  
24 hitting a while ago about public relations and  
25 communications, I think through that we can do much to  
26 get back to the little red schoolhouse concept within  
27 the framework of the larger business organization, but  
28 that is a good public relations program.

29 THE CHAIRMAN: You say this problem can  
30 be overcome?







1 MR. WELL: I think so. It isn't yet, but  
2 it can be.

3 MR. ASKEW: There are some irritating  
4 little things with local communities. If you are not in  
5 the county seat where the board of education has its  
6 offices and a local organization wants to use its  
7 high school for a public meeting, you have to negotiate  
8 with the business administrator in the county seat in  
9 order to rent your high school, whereas you used to go  
10 to your principal and say, "Can we have the auditorium  
11 on Tuesday night?". If there is a broken pane of  
12 glass or a broken door in the school, the repairs come  
13 by truck from the county centre with a crew of workmen  
14 and additional expense, obviously; not by the local  
15 handyman who used to do the work at the school.  
16 This kind of thing tends to make the community feel  
17 that its local school does not really belong to it  
18 any more, but it is lost within the larger unit.

19 MR. TROWELL: Might I ask Mr. Well,  
20 having identified this, along with a series of other  
21 business problems and difficulties, what steps does  
22 your organization take to resolve some of these?  
23 Obviously, your brief here today is one of them, but  
24 something has to be done at the community level to  
25 resolve these types of problems by the individuals  
26 within your organization.

27 MR. WELL: I can give you one small  
28 example, and that is that the topic of school advisory  
29 committees has come up and I am speaking personally.  
30 I personally feel that if we are going to attempt to





1 solve this problem we have identified here, and if  
2 we are going to attempt to get the community back  
3 in its state of involvement, the way to do it is  
4 through involvement, so we have passed out guidelines  
5 to our membership on methods, purposes, ways to  
6 deal with, ways to work with school-community  
7 advisory committees, and I think perhaps this might  
8 be the right path to solve some of these problems.

9 MR. TROWELL: Is there an accord with  
10 these things generally?

11 MR. WELL: I feel so.

12 MR. PERRY: There is a growing development  
13 involving the community by way of school advisory  
14 committees. There have been some experiences that  
15 have not been entirely positive, but more and more  
16 schools are involving the parents on school advisory  
17 committees and I think that the action we did and  
18 have done in passing out these guidelines is taking  
19 away some of the apprehension some of the schools  
20 have, staffs and principals have in initiating this  
21 kind of program of involvement.

22 MR. TROWELL: You are saying that some of  
23 these efforts have paid off and worked?

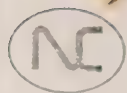
24 MR. PERRY: We have a file. On two occasions  
25 we have invited our people to send in their  
26 experiences, document them and send them in and we  
27 have a file which we pass out. We pass out information.

28 MR. TROWELL: Is this passed out consistently,  
29 or just on request?

30 MR. PERRY: On request. Some people want to







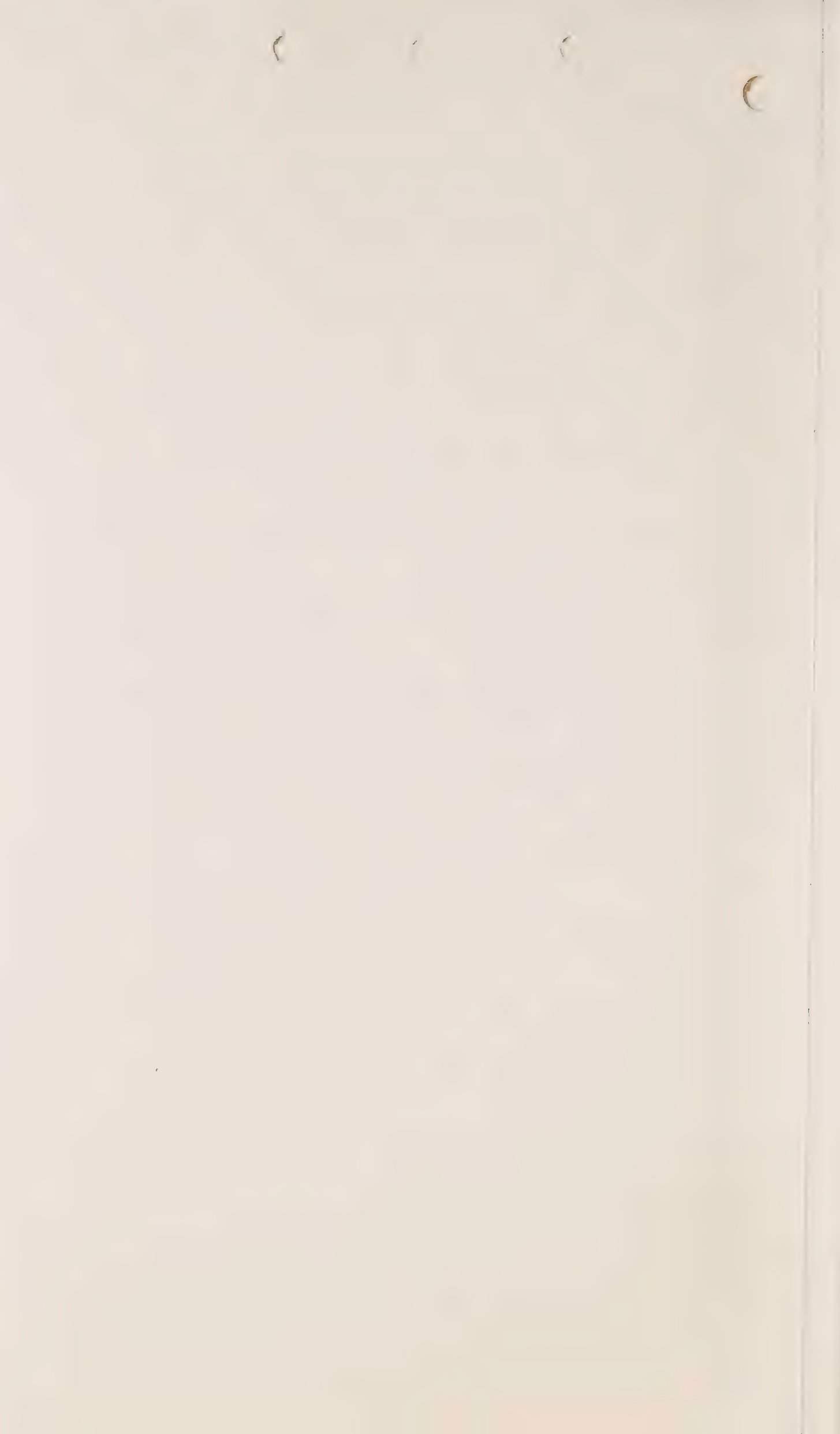
1 know how the program was approached, what some of  
2 the topics that have been discussed are with these  
3 committees, and the minutes. I guess on three  
4 occasions in the past month and a half I have sent  
5 out this information three times.

6 MR. ASKEW: Mr. Chairman, in addition to  
7 this, this topic appears in our minutes which are  
8 circulated to all members. It has also been a topic  
9 of discussion of our annual conference, and we have  
10 worked out workshops.

11 MR. WELL: It is a suggested topic that has  
12 been under discussion at our board of directors and  
13 regional directors meetings, which are held locally.  
14 I think we have an emphasis on it and in all of  
15 these cases we have referred to Clare Perry and  
16 we should keep this file as an ongoing file, a  
17 growing and ongoing file.

18 MR. PERRY: The guidelines go to every  
19 principal in the province, the minutes.

20 MR. WELL: We have what I might refer to  
21 as the home and school association syndrome. It is  
22 a syndrome that they are fighting as well and it  
23 is definitely a subject for the principals. Many  
24 of us think of these home and school associations  
25 as the old situation where the ladies come in and  
26 have tea and crumpets and chatter a bit and go  
27 home. I would like to make it very clear that the  
28 school advisory committees that are starting to come  
29 up are not of this type at all. They are not  
30 invited to hear someone give their views on





1 education. They are invited to come and participate  
2 and perhaps break up into committees or all kinds  
3 of different things. They can be, if properly used,  
4 a tremendous ally to solve some of the problems Mr.  
5 McEwan has suggested.

6 MR. TROWELL: When you make this information  
7 available, what kind of response do you get? When  
8 you say three times in the past month and a half,  
9 that doesn't seem to me to be ---

10 MR. PERRY: This is quite detailed informa-  
11 tion where they wanted to know how the Fellowes  
12 High School, for instance, in Pembroke, or the Junior  
13 High School in North York, and so on, this is  
14 specific information that we have available on  
15 programs that are in operation in these areas.

16 MR. TROWELL: You make these things public?  
17 Do you supply this kind of successful case history  
18 to organs of publicity which might be able to make  
19 use of them? I am coming back to your point about  
20 communications generally and the response to what  
21 may well be less than the best-informed information  
22 being delivered to people. When you have something  
23 that is very positive and successful, what do you do  
24 with it, apart from circulating it, the success story,  
25 among yourselves? (Laughter)

26 MR. WELL: I am taking it not in the manner  
27 in which you meant it probably.

28 MR. TROWELL: That is a problem everybody  
29 seems to have. I wonder if there isn't a way to move  
30 that information.







1 MR. PERRY: In the Saturday Globe & Mail  
2 we have a column, the OSSTF, which is information.  
3 We contribute to that and have done so twice. This  
4 indeed might be a topic which could be for publica-  
5 tion.

6 MR. TROWELL: Do you have someone who looks  
7 after that kind of thing?

8 MR. WELL: No, we do not have a public  
9 relations committee of this directly. We have got  
10 definitely a public relations committee of OSSTF  
11 which we should perhaps use to a greater extent.  
12 The stories you are referring to definitely get a lot  
13 of coverage by multimedia in their own locale, but  
14 this is not your point. Your point is they should  
15 be getting it on a provincial level.

16 MR. TROWELL: Certainly in your own community.

4 17 MR. WELL: I wouldn't be too upset about  
18 the figure of three. There are many principals who  
19 are launched on this type of public relations  
20 involved in a community program that make no  
21 reference to this file, mainly, I guess, because  
22 they are egotistical and they don't have a feeling  
23 of insecurity and are not battling old syndromes and  
24 "Gung ho" and away they go. I think the main ones  
25 who refer to these files are the ones that say  
26 "Show me." Therefore, they are going to be a minimal  
27 number. I would like to make that point that this  
28 figure of three doesn't upset me at all.

29 THE CHAIRMAN: Gentlemen, we are talking  
30 about costs, so we had better zero in on that subject.





1 You have a list of many things here, but do you  
2 have any figures on what is added to cost which would  
3 be of any use to us? I am thinking of item 19.

4 Is it your belief that the county board system is a  
5 more costly system than the local system?

6 MR. ASKEW: The problems arises because  
7 of the duplication of services and supervision,  
8 undoubtedly.

9 THE CHAIRMAN: In supervision you are  
10 talking about the administration, are you?

11 MR. ASKEW: Yes.

12 MR. RONSON: Are you talking about  
13 coordinators and consultants and heads of departments  
14 and assistant heads of departments and superintendents  
15 in that connection? How do we measure how many we  
16 should have? We all hear a great deal about this.  
17 It is an enormous cost. Is there any way you fellows  
18 could help us? You are the people who would know  
19 the most about it. I know you can't suddenly tell  
20 us what to do now, but maybe you could send back to  
21 us a supplementary brief which says, "These are the  
22 ways we would measure how effective these adminis-  
23 trators are." Our difficulty is that everybody  
24 says there are too many, but we have no way of  
25 knowing what is enough.

26 MR. BOOK: Could I suggest that if the  
27 duties of the administrators were made out a little  
28 more clearly and their duties compared with those  
29 of Ministry of Education officials, and the overlap  
30 examined, the answer might be there.







1 MRS. FARR: Were you perhaps referring to  
2 the duplication of these administrative officials  
3 at the board level and the department level?

4 MR. BOOK: Yes, that is the major place,  
5 we think.

6 THE CHAIRMAN: Have you made any study to  
7 compare costs of administration before and after?

8 MR. BOOK: No, we haven't. You just need to  
9 count heads, though.

10 MR. WELL: You see, Mr. McEwan, I think  
11 the Timmins area is a beautiful area to look at. We  
12 have X number of boards and X number of schools  
13 and now we have a superintendent of business and a  
14 superintendent of operations and a superintendent  
15 of curriculum and a director of education, all of  
16 whom have to have roles to play, job descriptions  
17 and authorities and responsibilities. Since  
18 there is no one up above, they can't grab up, so  
19 they grab down. "I am not giving up anything."  
20 It is a nice donnybrook. I love it. This is that  
21 kind of situation. Let's say that I was one year  
22 away from retirement and I wouldn't want to fight ---  
23 why rock the boat? If you want to take that  
24 responsibility, go ahead. Once abdicated, it is very  
25 difficult to get. I think this is happening  
26 roundabouts.

27 These new levels of hierarchy are coming  
28 out and they have no place to grab for roles,  
29 except down. If the school systems were being run  
30 effectively, then perhaps we shouldn't be giving up





1 things to these superintendents and assistant  
2 superintendents and area superintendents and consul-  
3 tants, and so on. I am just throwing out this idea  
4 because we feel that there is an awful lot of  
5 duplication of costs and, if the roles were more  
6 clearly defined, perhaps it might become more evident.  
7 Perhaps it is becoming more evident because there  
8 are some examples you can find in the last few  
9 months of superintendents who have retired and have  
10 not been replaced by the directors or the boards.

11 MRS. FARR: Are there fewer department  
12 people in the area than there were before, or about  
13 the same, or how would that compare?

14 MR. WELL: Well, the department, when it  
15 reorganized, in order to carry out what it defined  
16 as its functions, set up what is known as the  
17 regional offices and each of these had a director  
18 and an assistant director and a superintendent and  
19 subject consultants. I would suggest, without  
20 having a study or statistics, that it has caused an  
21 increase in personnel.

22 MR. BOOK: There is a good example in some  
23 of the larger centres where the Department of  
24 Education people or consultants are very gingerly  
25 treading in their approach to the schools of the  
26 area, and I don't know that this is true in the one  
27 I am thinking of now, if it is still true, but  
28 certainly for two years after the reorganized boards  
29 the Department of Education just would not go into  
30







1 a certain city's schools. It wouldn't go in because  
2 it was afraid it would be thrown out. It felt  
3 most unwelcome and the city's consultants were  
4 supposed to do that job. The result was that for a  
5 while there was a good deal of anxiety in the  
6 department office because they weren't sure just  
7 what their purpose was and they were scrambling  
8 pretty hard in the outer areas to make sure they were  
9 earning their pay.

10 Now, I wouldn't like to suggest that the  
11 Department of Education Regional Office in a  
12 sparsely-populated area with relatively small boards  
13 was a fifth wheel at all. Up in the northwest we  
14 find a great deal of use in our Department of  
15 Education Regional Office, but I am not at all sure  
16 that I would feel they were as useful if I had  
17 subject consultants in the regional --- at least in  
18 the district board office doing exactly the same  
19 thing. I think there is duplication in a great  
20 many parts of this province and, in fact, the parts  
21 where the majority of the people live.

22 THE CHAIRMAN: This is one of the subjects  
23 we are going to study in detail and it would be  
24 helpful if you could indicate which areas you think  
25 we should study, perhaps as good examples or as  
26 bad examples. Could you be specific?

27 DR. PHILLIPS: Particularly in means of  
28 measuring.

29 MR. RONSON: How do we know --- I think  
30 there is duplication too, but I don't know how to





1       measure it or what is the right number. You fellows  
2       are the closest. The principals, it seems to me,  
3       are the closest to be able to measure and say there  
4       should be so many heads of schools of such and  
5       such in size and so many superintendents for a  
6       county of such and such a size. I don't know what  
7       the answer is.

8               MR. WELL: You would like us --- do we have  
9       a time that we might be able to do this, Mr. McEwan?

10              THE CHAIRMAN: Would 60 days help? What  
11       you might do ---

12              MR. WELL: I just asked for the time.

13              THE CHAIRMAN: John and I are businessmen  
14       and we understand the time. If you would like to  
15       suggest what is an appropriate number --- all  
16       organizations should be appropriate for the function  
17       they have to fulfill. This may help us to measure  
18       or be a guideline for our studies. It would be  
19       most helpful if you could do this for us.

20              MR. PERRY: You probably will be having  
21       interviews with some representatives from some of  
22       these areas. Does Toronto feel that regional offices  
23       are necessary? Do they feel they are performing a  
24       service?

25              THE CHAIRMAN: We will ask them.

26              MR. PERRY: I think you could get particular  
27       indications from the representatives.

28              THE CHAIRMAN: You are giving us some ideas  
29       which will be helpful. Those are some questions we  
30       will ask them.







1 MR. KERR: Mr. Chairman, I have a question  
2 for the headmasters in connection with library  
3 services and counselling services. Is it your  
4 opinion that they have suffered unduly under the  
5 imposition of ceilings?

6 MR. WELL: Again we have not made a specific  
7 study on this, Mr. Kerr. I could speak for the  
8 board areas I am familiar with and I would have to  
9 say no to the ones I am familiar with. Perhaps we  
10 could have other comments here.

11 MR. ASKEW: I can't be specific either, but  
12 I can point out that when a principal is staffing  
13 his school and his superintendent has said, "You  
14 will have X teachers and that is five fewer than  
15 last year, " and you have to wrestle with the problem  
16 of assigning staff, it comes to your mind that the  
17 guidance counsellor is not confronting a group of  
18 students; he is dealing with one student in his  
19 counselling situation. If you remove that guidance  
20 counsellor, the school will go on, but if you remove  
21 a classroom teacher and you have 30 youngsters  
22 running around the school loose, and you do this  
23 very many times, the school doesn't go on. The same  
24 is true of your library facilities. These are two  
25 areas which you can reduce without there being very  
26 great visible impact in the operation and  
27 organization of the school. The quality of the  
28 service deteriorates.

29 MR. WELL: I think the point is "visible  
30 impact."





1                   MR. BOOK: I would agree with that very  
2 strongly. The most vulnerable groups in the school  
3 are those groups of people who have non-classroom  
4 teaching assignments and, of course, if you clip  
5 them, if you knock off two counsellors, then you can  
6 keep the class sizes down and you are faced with the  
7 choice. The immediate choice is pretty obvious: you  
8 are going to clip the counsellors, but the long-range  
9 choice may have been a very bad choice because at  
10 the same time you are doing that, you are giving  
11 the students more opportunities, more and more  
12 opportunities to make their own choices of action or  
13 of subject and they need a lot more counselling under  
14 the present program than they did under previous  
15 programs.

16                  MR. KERR: Mr. Askew, under the present  
17 program where there is more selectivity, does it  
18 happen that some of the students have to spend an  
19 extra year in secondary school because they have made  
20 a wrong choice a year or two previously?

21                  MR. BOOK: Yes, sometimes that happens.

22                  MR. ASKEW: I would say more rarely than in  
23 the past because the flexibility permits the student  
24 who changes his path, changes his mind to recover and,  
25 if a student comes to me in third year and says, "I  
26 really think I want to get ready for university  
27 instead of auto mechanics," then I can bring so many  
28 changes in on the program that, if he has the drive and  
29 the potential to do it, I can facilitate the way that  
30 he may be able to reach his goal without any loss of







1 time.

2  
3 MR. WELL: Far more readily than under  
4 the previous plan, the so-called Robarts plan.

5 MR. ASKEW: If he were under the Robarts  
6 plan, we would have to say, "Sorry, we can't do any-  
7 thing because of our organization. We will have to  
8 put you back a year to get the foundation to move  
9 forward."

10 MR. KERR: You are saying that the  
11 flexibility is there if the student has the interest  
12 to avail himself of it?

13 MR. ASKEW: Right.

5  
14 THE CHAIRMAN: Just to zero in on that,  
15 are you telling me that you are talking about the  
16 enormous educational hierarchy / the school? Do you  
17 include in that assistant department heads, master  
18 teachers, subject directors as well as teachers? Are  
19 you including these people in that proliferation of  
20 positions?

21 MR. ASKEW: May I speak to this? I  
22 don't think we should consider department heads part  
23 of the proliferation. We have had department  
24 heads in our high schools for many decades and they  
25 are very essential people. The associates, assistants,  
26 master teachers are proliferation. Many of these  
27 are vices which were introduced to attract and hold  
28 superior personnel in times of teacher shortages.  
29 This wouldn't include department heads. They are an  
30 essential member of the school organization.





1 THE CHAIRMAN: It would be helpful to  
2 us, and I can't think of men who are better qualified  
3 to do it, could you also suggest to us what is an  
4 appropriate school organization? Perhaps in various  
5 size schools, and various types of schools.

6 MR. WELL: This is a very touchy topic,  
7 as you can probably gather, both from the point of  
8 view of the headmasters and from the point of view of  
9 OSSTF especially. There is also a proliferation of  
10 new methods and reorganization internally. I doubt  
11 very much, even as Chairman of the Headmasters'  
12 Council, whether I could come forth with a suggestion  
13 that would be agreeable to the council here as one  
14 system of internal organization, but what is being  
15 done and what View Canada has done is that there are  
16 a number of articles being published now through a number of  
17 professional magazines here in Ontario of reorganiza-  
18 tions that are taking place around the province.  
19 There is one, for example, being submitted to Mr. Perry  
20 by the headmasters some time this next month for  
21 publication on a board's policy changes concerning  
22 internal reorganization of positions and responsibi-  
23 lities within the school.

24 There are a number of other boards  
25 that have made changes. There are all kinds of papers  
26 on what we call draft or talking papers on proposed  
27 changes, but there are a number of schools in the  
28 province that have actually changed have a rationale  
29 that the board has accepted. Since we are talking  
30 financially, the majority of these reorganizations







1 have cost the boards more money. I just thought I  
2 might say that. In other words, Mr. McEwan, I think  
3 it is a very good point that the one particular board  
4 I have in mind looked at the problem of reorganization  
5 from the point of view of what are the functions and  
6 purposes of these people in the running of the school?  
7 If you look at the organization of the majority of  
8 schools in the province right now, you will find  
9 they are getting into a flexible educational system  
10 of the 70's with a very structured administration  
11 organization that developed from the 50's and it is  
12 like trying to run a race with an old Ford Model "T".  
13 This one particular board I have in mind looked at  
14 the whole problem of reorganization not with the idea  
15 of saving money, but of redetermining the functions  
16 of these people to make it more effective and their  
17 number one concern and number one pressure placed on  
18 the administrators, both the directors and down, was  
19 curriculum involvement and standards and supervision.  
20 Those three were worked into one main policy decision.  
21 re-  
22 The whole/organization question became one of to make  
23 it more functional, to make it more effective, not to  
24 save money.

24 As a result, everything came out and,  
25 when it got settled, it had cost them a bit more money.  
26 I think it is only fair to throw this in. If you are  
27 looking at reorganization with the idea that it is  
28 going to save you a bundle of money, I say forget it.  
29 If you are looking at it with the idea of making it  
30 more effective, that is something else.





1 THE CHAIRMAN: We have to look at the  
2 problem both ways for our own information.

3 MR. PERRY: One comment: the Headmasters'  
4 Council wouldnot endorse a reduction of positions of  
5 responsibility in the school for economic reasons.  
6 I think we are --- our orientation is duplication and  
7 superfluity of personnel in supervision and administra-  
8 tion beyond the school.

9 THE CHAIRMAN: I gather that you would  
10 agree to a reduction if it made the school operation  
11 more effective?

12 MR. BOOK: Right.

13 MR. WELL: In the one example I gave  
14 you, Mr. McEwan, I think you gathered that it was the  
15 Timmins Board of Education. It has resulted in a  
16 reduction of positions of responsibility. Mind you,  
17 it is a very small reduction, but everyone's job has  
18 been redefined, even mine.

19 THE CHAIRMAN: Are you more effective  
20 as a result of it?

21 MR. WELL: We don't know. The board  
22 also put in a two-year evaluation procedure so that,  
23 as this thing is ongoing, it will be evaluated to see  
24 if the system is more effective. I can't say as yet.

25 MR. BOOK: I think the two-year  
26 evaluation procedure is something that should be  
27 built into every one of the changes we are going into  
28 in education. I am not sure it is being built in and  
29 I think perhaps in the long run that might save a  
30 great deal of money. It certainly might save a few







1 educational values. Constant evaluation, it seems to  
2 me, is a must.

3 MRS. FARR: This is a different topic  
4 than we have discussed so far. Near the end of your  
5 brief where you make a statement:

6 "...a careful scrutiny of  
7 the manner in which the tax-  
8 dollar is spent....especially  
9 if that tax-dollar is to con-  
10 tinue to come from the  
11 property-owner."

12 I wonder what is implied in that statement and if you  
13 have alternatives in mind.

14 MR. PERRY: From time to time we have  
15 tried to come up with a better way of financing  
16 education. I don't think we have arrived at a better  
17 way. A better way other than a tax on property.  
18 Could this be hidden tax such as a tax on consumer  
19 goods? I think that this is just one that is so broad  
20 in its dimensions, so far-reaching in its implications  
21 that we have not got an answer to it.

22 MRS. FARR: You really don't have a  
23 position on another way of financing education?

24 MR. BOOK: You would probably get four  
25 positions out of us or 600 out of the province!

26 (Laughter)

27 MR. ARSENAULT: In your introduction  
28 you have stressed the importance of the classroom.  
29 Am I to understand that because of financial controls  
30 being established education is taking other directions?





1 What other direction were you looking at?

2 MR. WELL: I don't think I quite said  
3 that. I was talking of the direction of the financial  
4 thrust, where the thrust seems to be hurting most.  
5 What I was implying was that we have to be very  
6 careful as principals and whoever is the one that  
7 dictates these financial controls, to make sure the  
8 financial controls do not hurt the teacher in the  
9 classroom, because that is what we are all about.  
10 All functions of education pertain to the teacher in  
11 the classroom and if the thrust of financial controls  
12 is aimed there, I am saying we feel it is aimed at  
13 the wrong place. I think perhaps ---

14 MR. ARSENAULT: Do you think so far  
15 they have been effective?

16 MR. WELL: As we say in the brief,  
17 we say in some areas of this province the boards are  
18 taking advantage of the restrictions being placed  
19 upon them to do things which we feel are educationally  
20 unwise and it is affecting the teacher in the class-  
21 room.

22 THE CHAIRMAN: Could you give us some  
23 examples?

24 MR. WELL: To cut the teacher-pupil  
25 ratio when it is not necessary, to cut back on  
26 program, to identify courses which philosophically  
27 might be defended or could be defended, depending upon  
28 relativity of views, cutting back on maintenance  
29 programs, general maintenance and supply of equipment.  
30 All of these things have a direct bearing on education  
costs.





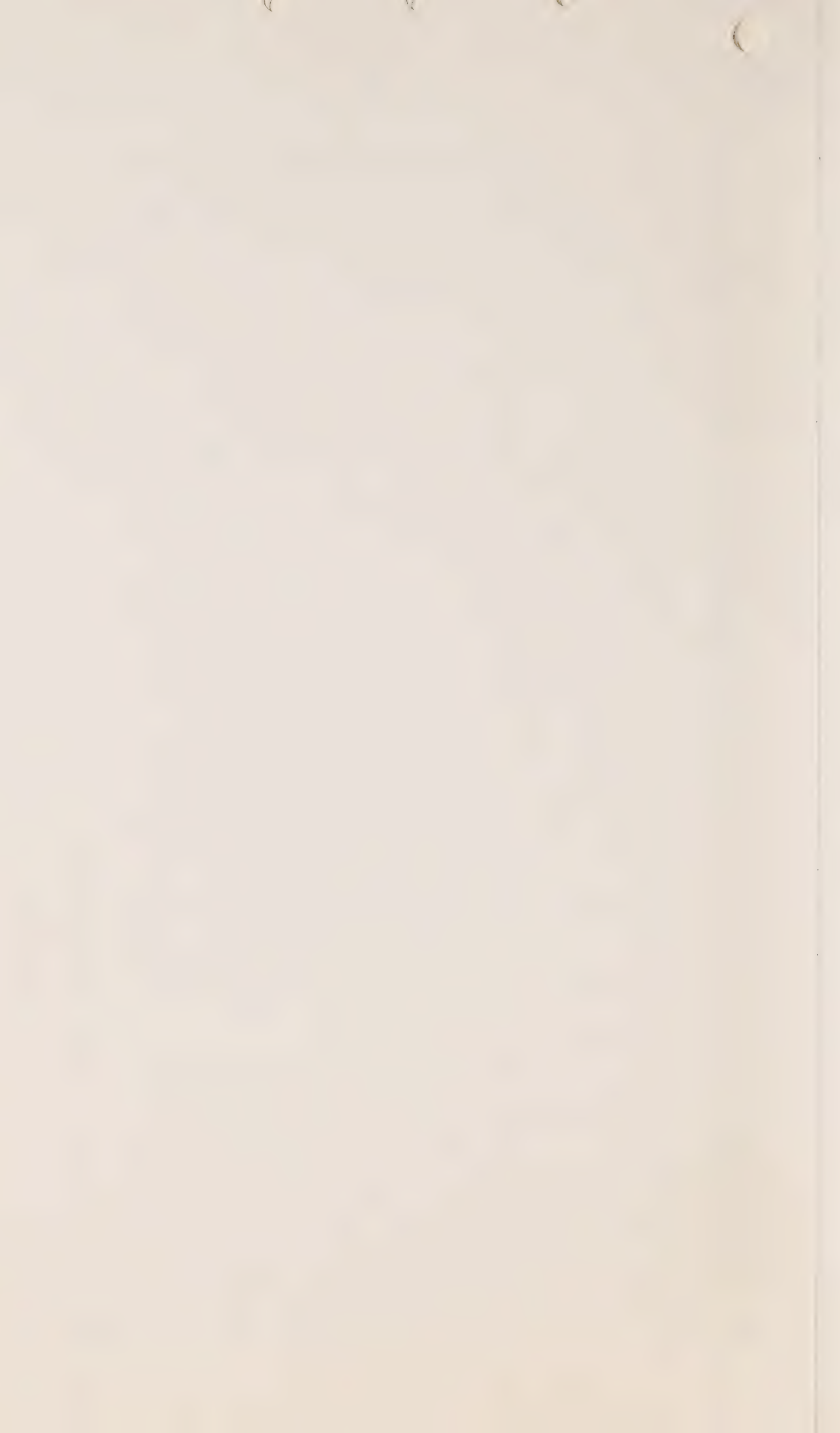


1  
2 THE CHAIRMAN: Could you be specific  
3 so we could check these things out? We have heard  
4 these general statements, but we want to actually  
5 study a few specifics and form our judgment on the  
6 basis of hard facts. If you could indicate where this  
7 is taking place, we will take a look at it.

8 MR. ASKEW: I have one fewer custodian  
9 and one fewer secretary in a school with approximately  
10 1500 enrollment and I have a net of three fewer  
11 teachers than I did last year. The building isn't as  
12 clean, which perhaps is not critically important, but  
13 it is a consideration. The office cannot do as much  
14 work as it did formerly to assist the teachers in  
15 providing materials for classroom work. The  
16 organization of the teaching in the school is very  
17 satisfactory and adequate and I am not deploring the  
18 situation, but taken a step further, next year I am  
19 saying we will begin to feel a real squeeze. Our  
20 class sizes and offerings of subjects and so on are  
21 very reasonable and I am not protesting at all, but  
22 continuing in the direction we are going, it could  
23 become significant.

24 THE CHAIRMAN: There is no serious  
25 effect on the quality of education?

26 MR. BOOK: There is an effect which  
27 may not be one that should have taken place. Maybe  
28 it isn't justified, but in a number of schools with  
29 which I am familiar the climate has changed about  
30 180 degrees from, say, three years ago. Three years ago





1 the climate was one of excitement, of search. There  
2 are a number of things that were being tried or were  
3 going to be tried. To give you one specific example,  
4 we started on a program of individualized instruction,  
5 continuous progress in grade 9 mathematics. We can't  
6 go on with it because we can't get the manpower, can't  
7 afford the manpower which it would take. We had to  
8 quit the program --- we haven't really clipped it,  
9 but we are in some danger of clipping it. We thought  
10 we had cut it -- a week ago we thought we had found  
11 another way and maybe this is good, but throughout  
12 the school and several other schools people are far  
13 more reluctant to undertake a new kind of experimentation  
14 because, if it is going to cost anything, it may never  
15 get off the ground and, if it does indeed get off  
16 the ground, and falls, any experiment is capable of  
17 falling, then it is considered money wasted. The idea  
18 that you spent money to try something out and if it  
19 doesn't work, you stop doing it, that is no longer  
20 part of our philosophy. The only things we can spend  
21 money now on are the sure things. If we know it is  
22 going to work and can prove beyond doubt that it is  
23 something that will go fine, then we can do it, but to  
24 try anything that isn't a sure thing, it is beyond  
6 25 our powers.

26 I think this has resulted in a poor  
27 kind of atmosphere. It is a very hard thing to prove.  
28 I know the atmosphere has changed and I know how it  
29 has changed, but unless you are in a school for, say,  
30 three years to see that atmosphere change, it is pretty







1 hard to follow. I don't know if that is much help to  
2 you or not, but it is a fact, nevertheless.

3 MR. PERRY: May I add a note on this  
4 reference to climate or atmosphere? There is no  
5 doubt in my mind that because of financial stringency  
6 and some increases in pupil-teacher ratio and staff  
7 surpluses or redundancies of teachers occurring, as  
8 a consequence, there is an atmosphere of insecurity  
9 and indeed fear among our teachers about their jobs.  
10 I think in this kind of climate a person doesn't do  
11 his best work. I think it has a demoralizing effect  
12 and I think a principal in a school has to be very  
13 sensitive of the morale of his people and I think that  
14 there is a diminishing of morale because of concern  
15 for security of jobs.

16 THE CHAIRMAN: Fear of the unknown.

17 MR. PERRY: That is right.

18 MR. BOOK: It is fear of something that  
19 is known because it has happened in some cases. It  
20 is fear of being declared redundant. It makes for a  
21 tamer school; nobody is up rocking the boat and they  
22 are very careful people. I don't think a school full  
23 of careful people is a good school.

24 MR. PERRY: A school in which there is  
25 reduction of seven staff members is a school where  
26 everyone is asking himself "I wonder if I will be  
27 redundant next year." This is having to cut back  
28 the pupil-teacher ratio because of financial stringency.

29 MR. TROWELL: In what ways can you see  
30 that you could cut back that might not have some such



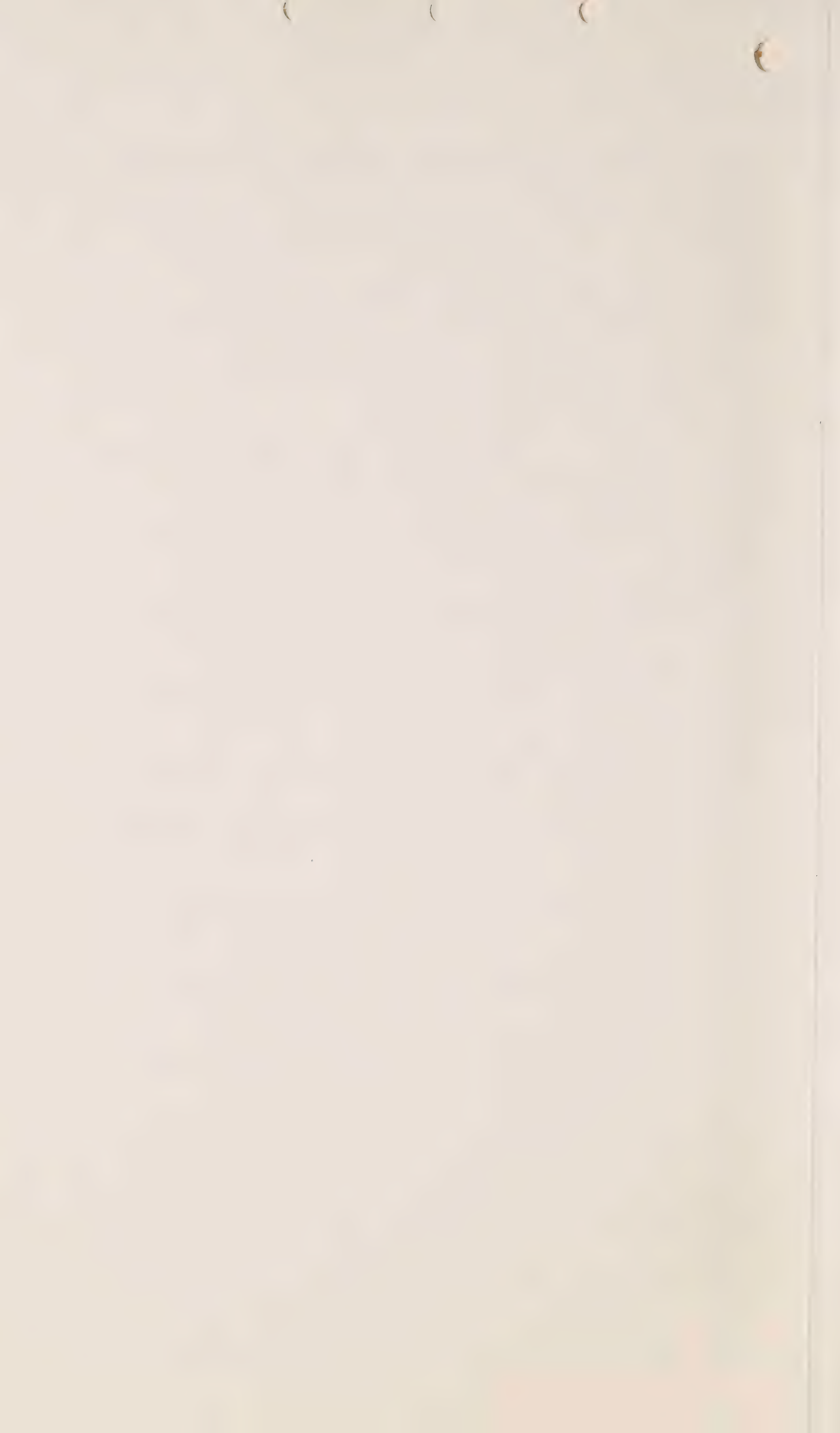


1 impact on the vital part of the school which is the  
2 teaching part of it, the learning part of it?

3 MR. FERRY: A recurring theme, sir,  
4 in our submission, from headmasters' groups is  
5 reduction of duplication and superfluity of personnel  
6 in the structures above the school. I think we have  
7 dwelled on this before.

8 MR. TROWELL: It is such a relatively  
9 small percentage of total education costs, the  
10 teaching and this is people imparting knowledge and  
11 you have got to have people. How are those kind of  
12 changes you are talking about really going to have a  
13 substantial impact on the cost of education?

14 MR. WELL: Well, I think, Mr. Trowell,  
15 that the general public has got to be brought to the  
16 position that they either accept the type of services  
17 that the educational system is giving their children,  
18 the opportunity, quoting from the Chest I and all  
19 the other position papers where we are trying to  
20 develop the child to the fullest extent to that child's  
21 ability, et cetera, and offer a multiplicity of  
22 directions in which that child can go on and not  
23 narrow them into cubes, squares and circles. This  
24 thing costs money and you have got to be able to be  
25 in a position to say, "It is going to cost X number  
26 of dollars." Unfortunately, or fortunately, depending  
27 upon one's position, the main cog in this whole system  
28 is people. You can have the most glorious high school  
29 in the world -- the most fantastically equipped  
30 gymnasium and yet, if you don't have a top-flight







1 teacher there, you have got a beautiful gymnasium.  
2 It comes right down to the fact that the teacher in  
3 the classroom is the most single item in our whole  
4 educational structure, the most important item and I  
5 am concerned that --- perhaps this is a personal  
6 view --- that the financial ceilings is a governmental  
7 procedure to limit the growth of salaries of the  
8 teachers, the growth of percentage of salaries in  
9 total cost of education. I would be very upset if I  
10 felt this was going to be detrimental to the question  
11 of the standing of the teacher in relation to the  
12 growth of people outside the teaching profession. I  
13 don't know whether that is true or not, but the fact  
14 remains that with the direction education has taken  
15 since 1967, I think the general public has to realize  
16 that it is going to cost money, because I think if  
17 we try to cut down on the personnel within the  
18 schools, it is going to seriously affect our success  
19 rate in carrying out the direction in which our  
20 schools have taken since 1967. If you want to  
21 challenge the direction our schools are taking, that  
22 is another ball game.

23 MR. TROWELL: Education is probably the  
24 most crucial aspect of making possible a good life,  
25 the aspirations and capability of being able to move  
26 within the context of change. Supposing you were  
27 placed in a position of having to say, "I will cut  
28 the costs 10% in my school without letting go any  
29 teachers or increasing any pupil-teacher ratios,"  
30 how the hell would you do it?





1 MR. ASKEW: It couldn't be done in the  
2 school I know best without interfering with certain  
3 programs or bringing about a deterioration in certain  
4 services in teaching and auxiliary services, library ---  
5 I have four guidance counsellors full time. I think  
6 I need them. When you ask for a 10% cut, I would  
7 look at two of them pretty critically. I would suffer  
8 critically if I lose two of them.

9 MR. TROWELL: There is no other area or  
10 no other place you could make that kind of reduction  
11 without getting into reduction of the crucial people?

12 MR. BOOK: Mr. Chairman, I am not sure  
13 that reducing the duplication of services would indeed  
14 be such a small item. It might be quite a large  
15 item. That is point one. Point two, this is probably  
16 beyond the scope of your investigation, but there are  
17 a great many areas or perhaps I shouldn't say a great  
18 many areas --- there are some areas in which I think  
19 a good deal of money is being spent on education,  
20 though not necessarily secondary or elementary  
21 education, in which the money might be better spent  
22 for more people with good results, if that money were  
23 shifted into elementary and secondary education.  
24 I think there may be duplication of services in the  
25 educational field beyond that. At the risk of cutting  
26 my own throat and somebody else's too, I would  
27 suggest that there needs to be a careful look taken  
28 at some of the programs which are offered in post-  
29 secondary education because they would be done perhaps  
30 more cheaply, more effectively in the secondary





1 establishment. There are certain things which are  
2 probably not even under the Ministry of Education,  
3 but which are indeed educational and they are  
4 monstrously expensive. To say whether they are  
5 justified or not is at least an open question.

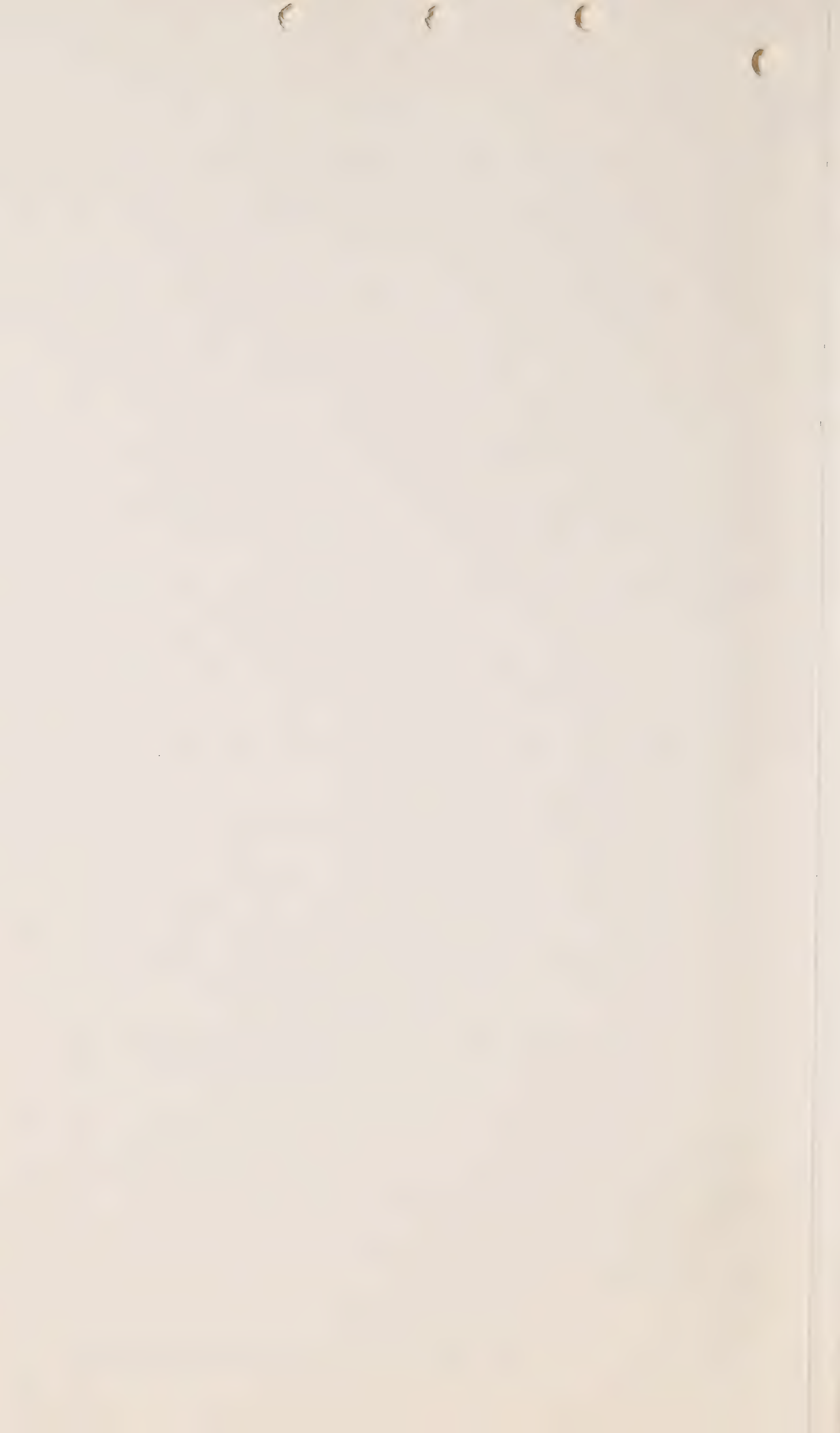
6 MR. WELL: You could look at some  
7 political situations; for example, if I had the  
8 freedom to cut 10%, I would start looking at whether  
9 we should stop providing books for high school students,  
10 the vast sums of money spent on bussing. I think  
11 there are a number of things in this area, but I would  
12 be very loath to look at the classroom teachers.

13 MR. TROWELL: What I hear you saying is  
14 that, while there may be areas in which you can reduce  
15 the costs or areas in which you can control costs,  
16 those areas do not fall into the area of people  
17 teaching, the people involved in teaching the children,  
18 the students? What you seem to be saying is that  
19 the public have to in some way gain a new insight  
20 into what the purposes, objectives, aims and goals  
21 of education are vis-a-vis society in general.  
22 Somehow or other that has to be accomplished in order  
23 to get the kind of acceptance you need and the kind of  
24 costs associated with the need for an appropriate  
25 kind of educational system. Then I think you are saying  
26 that is perhaps the most important aspect of how we  
27 continue to educate and how you say you want to  
28 educate.

29 MR. WELL: Yes.

30 MR. ASKEW: That is a very fair statement.







1 MR. PERRY: I interpreted you as  
2 returning to the positive message we were talking  
3 about a little while ago. I think the situation  
4 demands some clear thinking about those priorities  
5 and methods of achieving them and communicating our  
6 achievements so that these cuts do not have to occur.  
7 I think the public has to be educated to accept  
8 reasonable increases in costs of education without  
9 unreasonable objections to them.

10 MR. TROWELL: One last thing, if I may,  
11 as  
12 Mr. Chairman. Maybe this is done /a general practice,  
13 but as principals do the various teachers have an  
14 opportunity to try to find ways in which they could  
15 reduce costs for their particular programs which do  
16 not include adding people, the number of pupils to a  
17 classroom because they are so closely related to it?  
18 If each one of them have as an objective a kind of  
19 cost reduction and a cost holding without in any way  
20 veering away from the objectives of the learning  
21 situation, would they be able to come up and improve  
22 this so that the education could be less costly  
23 without sacrificing quality?

24 MR. WELL: I think so. I think you  
25 would actually see some examples of it taking place  
26 since the controls have been placed. One good example,  
27 to answer your question, is that when the financial  
28 ceilings came about, many boards moved towards  
29 formula budgeting and would say to the high school  
30 principal, "You have X number of students in your  
school. Therefore, you have X textbook budget, and X





1 capital budget and X supply budget. Would you please  
2 submit your requests based on those figures?" This  
3 in turn has brought about a situation where many  
4 principals have gone to the heads and said, "We have  
5 to justify in far greater detail than we ever have  
6 before our expenses, our costs." It has made, I think,  
7 as we have pointed out here, some very positive  
8 results that come from this type of control. It has  
9 made heads and the teachers far more aware that they  
10 have to justify the demand for this extra piece of  
11 equipment or this new program or the introduction of  
12 a new course.

13 MR. TROWELL: You say they give up  
14 something in order to get something?

15 MR. WELL: I think this is positive  
16 thinking and I don't think it has created tension among  
17 the teachers. I don't think it has created tension  
18 among principals. I think it has made us all look  
19 inward and I think this is being done. The heads of  
20 departments and the headmasters of the province, I  
21 think, are attempting to cooperate with the boards  
22 far more on financial matters than they ever did  
23 before.  
7

24 THE CHAIRMAN: You are very carefully  
25 setting your priorities.

26 MR. WELL: Very definitely.

27 MR. FERRY: The whole consideration on  
28 the costs of education, what we have been talking  
29 about really is a very small saving. It is peanuts,  
30 really, supplies, pieces of equipment. Unless we







1 think in terms of textbooks, this is a considerable  
2 item of cost, I think, to the taxpayers. It is of  
3 doubtful merit to be supplying textbooks free of  
4 charge to the students.

5 THE CHAIRMAN: I gather it is also your  
6 opinion that we should not be supplying textbooks?

7 MR. ASKEW: Hence, Mr. Chairman, in  
8 spite of our efforts, the care taken of those books  
9 (and they are public property) is different than the  
10 care taken by individuals with their own books.

11 MR. BOOK: I think it is anti-  
12 educational.

13 THE CHAIRMAN: It is your opinion we  
14 should not be supplying textbooks?

15 MR. BOOK: Except to the needy.

16 MR. FERRY: Except to the needy student.  
17 We did loan free textbooks before and we did look  
18 after the needy person who was not able to supply his  
19 own books. I think that should continue. That is  
20 humanity.

21 THE CHAIRMAN: Discretionary authority  
22 by the principal in each school?

23 MR. WELL: He is the one who gives  
24 authority.

25 THE CHAIRMAN: We are a bit behind  
26 schedule, which seems to be habitual with us. We hate  
27 to drop this subject. The other questions that occurred  
28 to us were where you said you would give us further  
29 information. If you have any studies you have prepared  
30





1 in the past --- it will probably be a year from now  
2 before we come up with our final report, so if there  
3 is anything you would like to send in to us, which  
4 might be helpful, we are looking for facts which can  
5 be supported. Anything you can pass on to us, certainly  
6 we would appreciate it.

7 Gentlemen, I would like to thank you  
8 very much for being here today and it has been most  
9 helpful.

10 MR. WELL: On behalf of the Headmasters'  
11 Council I want to thank you for the opportunity to  
12 present this brief, both the written and the verbal  
13 presentation here.

14 THE CHAIRMAN: Thank you very much,  
15 gentlemen.

16 MR. BOOK: Thank you.

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Toronto, Ontario

Organizations & Groups Brief #35

SUBMISSION OF THE ONTARIO SECONDARY SCHOOL TEACHERS'  
FEDERATION

1  
2  
3  
4 THE CHAIRMAN: Mrs. Aceti, we are  
5 pleased to welcome you and your group here today.  
6 You may assume we have all read your brief. I wonder  
7 if you would start off by introducing the gentlemen  
8 who are with you and adding anything you would like  
9 to your brief, after which we have some questions we  
10 have prepared that we would like to ask you.

11 MRS. ACETI: Thank you very much, Mr.  
12 McEwan. I would like to introduce the president-elect  
13 of OSSTF, Dale Hodgins, on my right. Our research  
14 assistant and executive assistant on staff, Mr. Bob  
15 Saunders. Our general secretary, Dr. Don Felker.

16 You asked us to present very briefly  
17 or present a brief history of our organization, and  
18 I say it will be very brief. It was in 1919 that  
19 the OSSTF was formed and this was similar to  
20 activities of other groups in Ontario and also in the  
21 eastern provinces and in the western provinces.  
22 We had a voluntary membership and up until 1944, all  
23 membership was voluntary. At that date 93% of all  
24 the members, all the teachers in secondary schools,  
25 did belong to the Ontario Secondary School Teachers'  
26 Federation. We had a membership in 1924 of  
27 approximately 1,800. Today our membership is 34,500.

28 I think that it might be easiest to  
29 give you the objects of our organization, because  
30 they are the ones which direct our activities and





1 have directed them over the past 25 years. The  
2 objects are: to promote and advance the cause of  
3 education, to promote a high standard of professional  
4 ethics, to promote and advance the interests of  
5 teachers and to secure conditions which make possible  
6 the best professional service, to secure for teachers  
7 a more active participation in formulating educational  
8 policy and practices affecting secondary schools,  
9 to work toward control of our own professional  
10 destiny and to recognize our affiliated status within  
11 OTF.

12 From the late twenties, when OSSTF  
13 was involved in the inauguration of Education Week  
14 and its first study of the new secondary school  
15 curriculum, our federation has continued to assist  
16 its members to be informed, to update and to upgrade  
17 themselves through our professional development  
18 activities.

19 Basically we have prepared resource  
20 booklets, we have supported honour courses when they  
21 were not available in the universities, and we have  
22 provided conferences on current topics of education  
23 over the years.

24 Our federation is concerned about the  
25 students in our province and about the kind of  
26 program which we, the teachers, can and should be  
27 offering to them. If we, the teachers in the public  
28 secondary schools of Ontario, are to provide for the  
29 various needs, interests and abilities and aspirations  
30







1 of the many students which face us today, then the  
2 work that you are doing is of vital importance to us.  
3 It is for this reason that we have submitted our  
4 brief. I would ask at this time if you would hear  
5 Mr. Saunders make the official presentation basically  
6 of the brief, and then we will be prepared to answer  
7 your questions.

8 Thank you, Mr. Chairman.

9 MR. SAUNDERS: Thank you, Mrs. Aceti.  
10 Your committee has read the brief, so I needn't go  
11 through it. The first two sections of the brief,  
12 as you know, are an historical summary of the  
13 expansion of secondary education during the 1960's.  
14 In preparing this I think the thing that struck us  
15 most was that the outlay to produce a grade 13  
16 graduate in 1970 is almost the same as that in 1960,  
17 if you discount the outlay for inflation. The actual  
18 outlay by a school board in the case of a grade 13  
19 graduate is no greater in 1970 than in 1960. The  
20 outlay for a grade 12 graduate was some 20% more  
21 and tends to obscure, I suggest, two other develop-  
22 ments: (1) that 67% of the students in secondary  
23 schools or special education programs were  
24 successfully completing courses and (2) that the  
25 retention rate in the third and fourth years of  
26 high school had risen dramatically during a decade.  
27 I suggest that when these factors are considered  
28 the outlay per student completing high school is  
29 probably much the same as it was in 1960, when you  
30





1 look at this in terms of constant 1960 dollars.

2 This suggests, then, that the real  
3 reason for the increased burden of costs for  
4 secondary education in our economy is because the  
5 participation rate has increased so dramatically.  
6 In 1960 secondary enrollment represented only 62.6%  
7 of the 15 to 19 age group. In 1970, 80.4%, an  
8 increase of very near to a third.

9 In terms, then, of what was wanted  
10 in the 1960's, a secondary school system which would  
11 retain more students, I think the secondary schools  
12 have been very successful and in terms of unit costs  
13 they have done a very good job of controlling those  
14 costs.

15 Rather than looking at the next two  
16 sections of the brief, I turn directly to the  
17 recommendations, because the next two sections deal  
18 indirectly with these recommendations. A couple of  
19 these, I think, require a little clarification.  
20 On pages 40 and 41 of the brief, the first of these is  
21 on legislative grants and we feel very strongly  
22 that there should be a system of continuous consul-  
23 tation with the people who are involved and affected.  
24 There are different approaches possible. For  
25 example, the Ministry's approach at present is to  
26 attempt to cover the additional costs for boards  
27 which have additional service burdens. This is the  
28 way they are using their weighting factors at  
29 present.  
30





1                   Another possibility would be to use  
2 a variable weighting factor to reach an element of  
3 need. It is a very simple formula. You simply put  
4 the number of students who require some special  
5 attention and divide that number by the total enroll-  
6 ment and multiply it by a weighting factor which  
7 represents the cost differential and you will come  
8 up with a weighting factor to apply to all students  
9 in the board, which will recognize the needs of that  
10 particular group.

11                   The problem, of course, with this  
12 approach is that there is a great deal of research  
13 needed on what the differential costs are and U.S.  
14 research in this area may not be relevant to our  
15 situation in Ontario. This is one of the things  
16 this committee might well look at, the question of  
17 differential costs of providing various types of  
18 services. The same sort of thing has been done by  
19 the National Educational Finance Project in the  
20 United States.

21                   The second recommendation, our intent  
22 is, as the text of the brief makes clear, that  
23 there should continue to be a small weighting factor  
24 for compensatory education. We also feel that,  
25 because compensatory education is a very difficult  
26 area to get at, make no mistake -- American  
27 experience indicates very clearly that compensatory  
28 education is very difficult to establish because  
29 you don't know what kind of programs you really need  
30







1 for specific groups. It would be better, I suggest,  
2 to fund much of this compensatory education in  
3 terms of proposals made to a funding body. The  
4 department might well consider establishing a  
5 fund of this kind and granting funds on the basis  
6 of proposals received.

7  
8 The third, fourth -- third and fourth  
9 recommendations, I think, are pretty clear.

10 The fifth, I think the Committee is  
11 aware that the only capital expenditures from  
12 current revenue that are now approved for grant  
13 purposes are for land sites and alterations or  
14 renovations to school buildings. There is some  
15 coverage through the subsidies for land purchases,  
16 but I suggest it might well be something your  
17 Committee could consider, the feasibility of  
18 approving for grant purposes either a flat dollar  
19 amount per student spent on equipment for schools,  
20 capital equipment for schools. You may know our  
21 definition of "capital" is having a usable life  
22 over three years and a unit cost of greater than  
23 \$50.00 per unit.

24 It might well be feasible, to relieve  
25 some of the burden of this by recognizing some of  
26 it for grant purposes. It is my impression that  
27 there are two basic reasons now why you get widely  
28 divergent mill rates around this province from  
29 municipality to municipality. One is the very  
30 tortured problem of equalization factors, but if you





1 are looking at the issue in terms of a levy on the  
2 total equalized assessment of a board jurisdiction,  
3 if you are looking at it from that point of view,  
4 then, the other element would be the difference in  
5 unrecognized extraordinary expenses. One of these  
6 items, of course, is fairly big for many boards at  
7 the secondary level, particularly because in the  
8 mid-1960's approval levels for construction of  
9 secondary schools were really out of line with the  
10 actual costs.

11 One of these elements is the  
12 unrecognized debt burden. We suggest that the  
13 committee might well look into the feasibility of  
14 the province assuming presently unrecognized debt  
15 charges. I know that one of the standard objections  
16 that has been raised is that many separate school  
17 boards issue debentures to cover current operating  
18 costs. Nevertheless, because of the peculiar  
19 problems of the separate school boards, the  
20 relatively low assessment basis on which they are  
21 working, it might well be equitable for the province  
22 to look into recognizing even these.

23 I think that the next few recommenda-  
24 tions are fairly clear. Under the general recommenda-  
25 tions we echo the Headmasters' Council. There has  
26 to be a better statement of what the goals of the  
27 education system in this province are.

28 As we have suggested earlier in our  
29 brief, one of the problems with innovation right now  
30







1 in this province is that the goals of innovation  
2 are not necessarily always clear, except to people  
3 inside the system. The people outside the system  
4 probably don't understand them. We are particularly  
5 concerned, too, because the innovation in the  
6 financing system has a very important fiscal aspect.

7 We have heard a great deal in the  
8 last couple of years about equality of educational  
9 opportunity and until you can define a slogan like  
10 that in operational terms, it doesn't mean very much.  
11 Until you have defined that slogan, "Equality of  
12 educational opportunity," and put it into  
13 operational terms, you have no notion of what the  
14 financial implications of that kind of statement are.

15 The other recommendations, I guess,  
16 are reasonably clear. I understand that in the  
17 Minister's hands at present, although it has not  
18 been released to the public, is a study of capital  
19 needs from your committee. Am I right, Mr. Chairman?

20 THE CHAIRMAN: Not yet.

21 MR. SAUNDERS: Not yet, I see.  
22 I understand you are going ahead on this and this is  
23 one of the recommendations we have made to you.

24 I think that completes the presentation  
25 of the additional material we wish to bring before  
26 you. We would appreciate and be quite happy to answer  
27 any of your questions.

28 THE CHAIRMAN: I take it you are not  
29 particularly happy with the present grant plan and  
30





1 the system of weighting? Do you have a plan that  
2 you think would be better, a better method of  
3 calculation?

4 MR. SAUNDERS: I don't think we have  
5 actually suggested a completely new plan be introduced.  
6 I think we regard the present plan rather like the  
7 curate's egg: parts of it are excellent and parts  
8 of it are not.

9 THE CHAIRMAN: You are suggesting  
10 perhaps a refinement and improvement of the present  
11 plan?

12 MR. SAUNDERS: Yes. There are many  
13 good things about the present plan. If you are  
14 looking at equality in terms of a uniform level of  
15 effort by local taxpayers, then the present plan is  
16 an admirable plan and indeed would meet very well  
17 with the ~~kinds~~ of criteria that are being suggested  
18 in the court decisions in the United States, ~~Sarano~~  
19 versus Prieston and subsequent decisions.

20 We feel that the weighting factor  
21 system needs refinement. I am not sure, for example,  
22 that merely recognizing overburden of services is  
23 the most equitable way of financing special needs.  
24 One of the most difficult problems for school boards  
25 and, quite frankly, it is difficult to get a handle  
26 on, is the question of differential costs for  
27 providing the same services. We have attempted to  
28 do this with commodity costs, the commodity  
29 weighting factor this year, but the price of a  
30 commodity in Red Lake is quite different than at the





1 Lakehead, and you can't give it the same weighting  
2 factor. The cost of labour is perhaps the most  
3 difficult one of all to get a fix on, because costs  
4 of labour do vary pretty substantially across the  
5 province. You have only to look at the industrial  
6 wage levels in specified cities -- I was going to say  
7 the Dominion Bureau of Statistics -- Statistics  
8 Canada uses in computing the wage levels across  
9 Canada. Of course, as I think Mr. Trowell was  
10 getting at in the Headmasters' presentation, one of  
11 the problems in education is the labour-intensive  
12 activity; 75 or 80% of your costs are for labour.

13 THE CHAIRMAN: I think one of the  
14 difficulties here with what you are suggesting is  
15 more sophistication in the present system and at  
16 the same time we want it to be as simple as possible.  
17 How do you reconcile that? I can agree with you, but  
18 how do you reconcile it?

19 MR. SAUNDERS: I think the principle  
20 is simple enough, a variable percentage plan is a  
21 simple principle for people to understand. I think  
22 the idea of weighting, that you introduce a weighting  
23 to recognize that the cost of providing services to  
24 students may be different because of two factors:  
25 the cost of providing services and the needs of  
26 those students. I think that is a simple enough  
27 principle. It is only when you put it into the  
28 language of the grant regulation that it is impossible.

29 MRS. FARR: You mentioned things  
30







1  
2 like single-parent homes might be considered, whether  
3 there are a lot of transient pupils and so on. How  
4 would you work that?

5 MR. SAUNDERS: I think you would  
6 have to go right to the school level to ask the  
7 guidance people or principals in each school to  
8 provide information about the proportion of students  
9 that come from single-parent families and you are  
10 going to have to look at some kind of a norm, I  
11 suppose, for a broad region and then come back to  
12 your individual students again and try to get some  
13 measure of what extra programs are needed in the  
14 schools to provide for these students.

15 Single-parent families have proven,  
16 for example, to be one of the best measures of  
17 compensatory needs in the United States. Transiency  
18 is something you can probably get at present from  
19 board enrollment figures, students coming into a  
20 system and out again. The present weighting factor  
21 for transiency is only a weighting factor for the  
22 inflow of students to recognize that there is some  
23 additional burden for boards which are growing very  
24 rapidly. I think for boards like Carleton or Peel  
25 or York or Halton, for example, can benefit from  
26 this kind of weighting.

27 Transiency where students are in and  
28 out of the schools is another good measure, I think,  
29 of need of some instability in the home or something  
30 extra probably required in the school.





1 DR. PHILLIPS: If we could refer to  
2 the tables on pages 16 and 17 of the brief, I find  
3 it very interesting that the cost per pupil in  
4 grade 13 has gone up so very little. I wonder if  
5 you would just elaborate slightly on the derivation  
6 of the figures in that table from the Minister's  
7 Report.

8 MR. SAUNDERS: The figure of per  
9 pupil cost in current dollars was a figure that was  
10 taken from the Minister's Report of total  
11 expenditure per pupil on the average across the  
12 province. It includes transportation, capital and  
13 debt charges and so on. It is not just an  
14 ordinary expenditure figure for operating costs.

15 Since these figures were reported  
16 only on the basis of average daily attendance. Up  
17 until 1966, the Minister's Report, in order to get  
18 something that was comparable to the figures since  
19 1967, you would have to make a conversion from  
20 average daily attendance to average daily enrollment,  
21 and the assumption I made was that the average  
22 daily attendance would represent 95% of the enroll-  
23 ment. In other words, you have about a 5%  
24 absentee rate.

25 The conversion to 1960 dollars from  
26 current dollars, because the current dollars were  
27 derived simply by making a conversion from the ADA  
28 to the ADE, was made using the price index, the  
29 implicit price index of national accounts and I  
30 converted it and you can see all of the expenditures







1 to 1960 dollars. It is the unit cost to 1960  
2 dollars.

3 You might question me methodologically.  
4 I would be very interested in your reactions to  
5 this kind of an approach.

6 DR. PHILLIPS: The only criticism I  
7 could come up with, I think, is the possibility  
8 of using the aggregate figures. This hides some of  
9 the ups and downs.

10 MR. SAUNDERS: Right.

11 DR. PHILLIPS: The question of  
12 methodology that comes to mind at the moment is  
13 probably the most simple one: you have in the  
14 secondary calculations for 1960 14.7 students and  
15 79.2. I was unable to see where that figure came  
16 from itself. That is the number that finished grade  
17 13?

18 MR. SAUNDERS: I think it is just  
19 the proportion of students. As you can see, the  
20 entry rate I have taken is 100 in each case. 26  
21 students who enter grade 13 of that original 100,  
22 14.7 of those 100 students would actually receive  
23 diplomas. That is the way I have done it.

24 THE CHAIRMAN: I am surprised at  
25 the cost range between grade 12 and grade 13 students.  
26 I know there was a reference, but this is the first  
27 time I have seen the figures.

28 MR. SAUNDERS: I suppose it is because  
29 the level of success in grade 13 has increased more  
30 rapidly. I suppose that is the reason.





1 THE CHAIRMAN: The difference there  
2 is greater than a year of university.

3 DR. PHILLIPS: Another question ---

4 MRS. ACETI: I think, looking at the  
5 cost there of a grade 12 student, you would have a  
6 very different type of student in most cases  
7 completing the grade 12 program as compared to the  
8 type of student completing the grade 13 program.

9 9 What we call the academic subjects  
10 are much less expensive to teach and they also 9  
11 to 13 straight through, whereas we have many other  
12 problems involved in costs, et cetera, when you  
13 look at students who only complete to 12. There  
14 is a difference.

15 MR. SAUNDERS: I think you will appre-  
16 ciate, Mr. McEwan, that through the 60's, as we  
17 have increased the participation rate in secondary  
18 schools, that each additional group of students  
19 retained in the schools was a group of students who  
20 required far greater attention, so the increase in  
21 the retention rate of the schools is not a simple  
22 matter of taking the expenditure per pupil and  
23 multiplying it by the increase in the enrollment.  
24 That just gives you a gross kind of measure which  
25 ignores the fact that the kind of student who was  
26 coming through the schools in the 60's was a very  
27 different kind of student. In the 50's, after all,  
28 I think it is not unfair to say the kind of students  
29 who stayed through grade 12 and into grade 13 were  
30 pretty well a domesticated animal. He knew what was





1 expected of him and behaved himself and he  
2 breezed on examinations and went on. He may have  
3 been a career-oriented student, but certainly he was  
4 a student who could be fitted into a mold much more  
5 easily and didn't require the personal attention.

6 MR. KERR: Mr. Chairman, I would like  
7 to ask Mrs. Aceti are the secondary school teachers  
8 content with the stable costs per pupil in constant  
9 dollars over this period of a decade, or are you  
10 a little discontented that it has remained at  
11 approximately the same figure?

12 MRS. ACETI: We have been quite  
13 content until the brakes were put on. I think that  
14 the system, the kinds of programs that were being  
15 presented for the pupils in secondary schools were  
16 good for the pupils we had in secondary schools.  
17 Our concern at the present is the kind of ceiling  
18 that has been placed which will definitely affect  
19 the kind of programs that we can continue to offer.

20 MR. RONSON: Is your quarrel with the  
21 ceilings or the amount?

22 MRS. ACETI: Not the ceilings per se,  
23 but the number of dollars it will affect and has  
24 affected certain students. As a simple example,  
25 the kind of program such as world politics or  
26 whatever that would be of interest to 12 students in  
27 a school of 800 will not be offered because it is not  
28 economically feasible, whereas, if you are in a  
29 school of 1,000 or 1,200, you might 16 or 18 students  
30 and it could be offered. This is the kind of thing







1 that you can't put your finger on, you can't  
2 document in many cases, but it is affecting the  
3 kind of programs which we are able to offer in 1972  
4 and, if this continues, certainly in the next three  
5 or four years.

6 DR. PHILLIPS: Mr. Saunders, a few  
7 minutes ago you mentioned the need for research in  
8 relation to point 1 under legislative grants,  
9 research having to do with the determination of  
10 weighting factors. Where do you see this research  
11 taking place?

12 MR. SAUNDERS: Part of it certainly in  
13 the institution where we are sitting. I think a  
14 large part of it is going to have to be done by the  
15 department itself, but we are also prepared to make  
16 a contribution, too. This is one reason why we have  
17 recommended there should be a consultative committee.  
18 There is no reason, for example, I would think, that  
19 almost any interested person, someone who is interested  
20 in public finance, in human -- the economics of  
21 human resources might well like to take a dip into  
22 this area. There is no reason why some of your  
23 colleagues and yourself might not, particularly with  
24 the problem of identifying differential costs.

25 DR. PHILLIPS: Is there any  
26 significant amount of research taking place in the  
27 Ontario Institute, for example, now?

28 MR. SAUNDERS: On the basis of a  
29 contract with the department, I believe, Professor  
30





1 Ridout and Professor Laughton, I believe, are doing  
2 some work in this area. I am a little hazy as to  
3 how much, but I am under the impression that the  
4 bulk of the work is being done by school-financed  
5 research of the department.

6 THE CHAIRMAN: We have heard some  
7 conflicting views as to the ceilings in the last  
8 while. Some have said they produce beneficial  
9 effects and some say they do not. I gather you do  
10 not agree that they do?

11 MRS. ACETTI: I would say that you can  
12 not put your finger at this point on any objective  
13 or statistical fact which will prove that the kind of  
14 education being offered today, as compared to two  
15 years ago, is good. However, I believe that the  
16 climate, as Mr. Book mentioned, has changed. The  
17 teaching force is looking at change as something  
18 that is not of much interest at this time. The kinds  
19 of programs that are suited to the individual needs  
20 of students will not be prepared in the way that they  
21 have been in the past. Those are things you can't  
22 document. You will also find that teachers with  
23 two or three more pupils in each classroom simply  
24 have more marking time, evaluation time to put in  
25 and, if you are going to put in more time on that,  
26 then you will take away from the time that the  
27 student has --- the teacher has in the preparation of  
28 lectures, the preparation of individual --- the kind  
29 of individual attention they can give to the students  
30 and to keeping up to date in the changing educational







1 system. Those factors are there, I know as a class-  
2 room teacher in a subject field such as home  
3 economics. When I get 24 to 27 students in a class-  
4 room designed for 16 to 18 and at one time you never  
5 put more than 16 or 18 in the classroom, and you put  
6 27 in that same room, I cannot give the kind of  
7 attention and it is a depressing, frustrating  
8 experience as a teacher.

9 If we have to give individual  
10 attention, and I think we should be to the students  
11 who are there, to assist them, then we must have  
12 time and we won't have the time by increasing the  
13 number of pupils in a class, increasing the number  
14 of teaching periods. It just isn't there. The  
15 quality which you can't measure will be affected.

16 MR. SAUNDERS: One of the questions I  
17 might have asked, if I had been sitting on your  
18 side of the table opposite the headmasters is whether  
19 Mr. Askew would be able to provide the same number  
20 of courses next year as he is able to provide in  
21 this current year.

22 THE CHAIRMAN: I think he said he  
23 wasn't sure.

24 MR. ASKEW: It so happens, Mr. Chairman,  
25 that London's ceilings give us 37 cents more this  
26 year than they did last year and, if there are any  
27 more increased costs involved, I will have to find  
28 economies. You can't do much with 37 cents.

29 MR. SAUNDERS: There is a point where  
30 much of the comment on the ceilings this spring has





1        been merely playing with words.    Sure, there have  
2        been no boards this year actually which have had  
3        to spend less this year per pupil than last year,  
4        with the possible exception of the North Shore  
5        and Lake Superior, but let me put it in these terms  
6        to you: if you earned \$5,000 last year, can you  
7        buy as many goods and services this year with your  
8        \$5,000?    Indeed, if you earned \$5,000 last year  
9        and your income rose to \$5,200 this year, could you  
10       buy as many goods and services as you did last year?

crunch

11                    There is the point: unless the  
12       ceiling is moved at a rate faster than that of the  
13       general rate of inflation, then the school board  
14       has no alternative but to cut back the quantity of  
15       goods and services it is buying to provide for each  
16       student. It is not a simple matter of looking at  
17       it and saying, "Everybody can spend a little more,"  
18       but given  $4\frac{1}{2}\%$  inflation, which could be possible in  
19       1973, 37 cents is not going to be very much. In  
20       other words, the ceiling, one of the impacts of the  
21       ceilings is to cut back the quantity of goods and  
22       services which the high spending boards have been  
23       purchasing in the past.

24                    This may be a very fundamental  
25       question of planning by the province that is involved.  
26       If you have been looking at the Fleischmann  
27       Commission Report in New York State, one of the  
28       things they have done, looking at the process of  
29       equalization, is to project ahead and attempt to  
30       pick a point where a --- what is it? --- sixty-fifth





1 percentile board would be able to move at a certain  
2 rate increase over the span of time projected by  
3 the Commission. I wonder if that kind of planning  
4 took place in Ontario. It is my impression, frankly,  
5 that the ceilings, at least the level of ceilings  
6 was arrived at a little precipitately.

7 Secondly, the other issue involved  
8 is when you are looking at a range of 76 boards  
9 and you note that the low spending boards in ordinary  
10 expenditures are spending \$600 or \$650 per pupil  
11 and the high spending boards are spending \$1100  
12 per pupil -- these are just figures off the top of  
13 my head -- they don't relate to reality. When you  
14 look at a range of boards and pick the boards at  
15 a sixty-fifth percentile and say this board can  
16 move ahead at this rate and all the others are going  
17 to have to slow down, that ignores another factor  
18 and that is that the boards that have been most  
19 seriously affected by these ceilings have had to  
20 cut the range of services they could purchase are  
21 big enrollment boards.

22 The cities are all having problems,  
23 every one of them. Just go around the Golden Horse-  
24 shoe and with one exception --- I look at Mr. Ronson ---  
25 with one exception they are all having problems.

26 MR. RONSON: What would you suggest  
27 as an alternative to doing this? What are better  
28 ways of doing this?

29 MR. SAUNDERS: Planning ahead, I  
30 think; you might well have looked at the level of







1 expenditure for groups of students and said, "We  
2 can afford for this group of students to let the  
3 expenditure slow down," but I think the rather gross  
4 approach has been taken and probably has affected  
5 unduly a number of boards.

6 At the same time, I think if you look  
7 at the figures of expenditures through from the  
8 1960's to last year -- I can't give you any  
9 projections of current per pupil expenditure for  
10 1972, but the peak year of growth was 1968, and when  
11 there were no ceilings in 1969 and 1970, there was a  
12 marked deceleration of the rate of growth of per  
13 pupil expenditure across the province. It may be  
14 that the province jumped in too quickly to apply  
15 brakes. This is what we have suggested, but, further,  
16 I could suggest that maybe in jumping in the planning  
17 that was done was a little less than might have been  
18 desirable.

19 I know the other side of the argument:  
20 many of the biggest boards may well have been  
21 purchasing goods and services that were not necessary.  
22 That is another issue.

23 MR. ARSENAULT: Is York County  
24 another exception? I see here that their expendi-  
25 tures went up 6.4% and they are paying less taxes.

10 26 MR. SAUNDERS: Part of that, of  
27 course, in all probability is due to a three to  
28 four per cent enrollment increase in York County.

29 MR. RONSON: Does the ceiling still  
30 not give the board an opportunity to make the





1 decision on how much they are going to spend per  
2 student?

3 MR. SAUNDERS: Providing those  
4 decisions are not restricted unduly by your ceilings.  
5 I wonder, for example, to take one case in point, if  
6 we are going to increase the enrollment of  
7 educable retarded students, trainable retarded  
8 students. These students are considered, for grant  
9 purposes, as secondary students. I wonder whether  
10 the differential in cost between a student classified  
11 as trainable retarded, I wonder if the grant is not  
12 really just twice that of an elementary student.  
13 I think most boards are finding that the operating  
14 differential is about 1.6 or 1.7 times that of a  
15 secondary student and some individual boards, I am  
16 told, are running at about 2.3 or 2.4.

17 MR. RONSON: Again you are coming back  
18 to saying there is some argument that ceilings as  
19 ceilings are reasonable, but it is a concern about  
20 the amount of the ceilings that is bothering you?

21 MR. SAUNDERS: The level of the  
22 ceilings. Mind you, I suppose, if you want to be  
23 philosophical about it, you could say 1973 is the  
24 only year in which the boards are going to have to  
25 spend less. That bit of philosophy may not be very  
26 much comfort to the people involved.

27 MR. RONSON: There is some argument --  
28 maybe I shouldn't be saying it because it happens to  
29 be my board, but being the business administration  
30 man, there is some argument that one board can do it







1 and maybe some other boards have some fat and need  
2 to be trimmed.

3 MR. SAUNDERS: I think I could put my  
4 finger on one thing that would save some money. I  
5 know statistically from surveys that Halton County  
6 has an extraordinary number of large classes in  
7 comparison with others.

8 MR. RONSON: This is being changed.

9 DR. PHILLIPS: Just coming to your  
10 recommendation for the establishment of an Ontario  
11 education price index, what would you include as the  
12 main items in such a plan?

13 MR. SAUNDERS: In establishing any  
14 kind of a price index, as you know, what you are  
15 looking for, I suppose, is the quantity of goods and  
16 services that are being used at a particular point in  
17 time and the price of that quantity of goods and  
18 services. Then in each year succeeding you look at  
19 the price you have to pay for those same goods and  
20 services in the same quantity and your index then  
21 becomes kind of an historical measure of what is  
22 happening to the price. It gives you the opportunity  
23 to look at the question of whether increases in  
24 educational costs are due to an inflation factor by  
25 itself or whether there is some improvement in  
26 quality in the sense that you are putting more goods  
27 and services in.

28 DR. PHILLIPS: Would you include  
29 capital items such as supplies?

30 MR. SAUNDERS: That is a pretty





1 delicate subject. My own preference would be to  
2 leave them out. I guess you could try amortizing  
3 them, over a certain period of time.

4 DR. PHILLIPS: Salaries too?

5 MR. SAUNDERS: Yes. I don't think  
6 you could possibly escape from it. Salaries, after  
7 all, are 80% of their operating costs.

8 DR. PHILLIPS: Another question that  
9 occurred to me: reference was made in the brief of  
10 the Headmasters' Council to educational television  
11 costs. Have you any comment on the level of those  
12 in the schools?

13 MR. SAUNDERS: I notice that in the  
14 estimates for this current year something just under  
15 \$12 million for the OETA from the Ministry of  
16 Colleges and Universities and the Ministry of  
17 Education. I think \$6 million of that comes from  
18 the Ministry of Education. I have to be very careful  
19 because Mrs. Aceti is a member of the Authority.  
20 The expenditure, however, by the department to  
21 OETA represents something like \$3.00 per pupil  
22 enrolled in this province and I must confess I think  
23 there are a lot of teachers in this province who  
24 would rather have that \$3.00 to purchase filmstrips  
25 or movies.

26 THE CHAIRMAN: To put it the other way,  
27 do you think the \$12 million going into television,  
28 we are getting our money's worth?

29 MR. SAUNDERS: It is a very difficult  
30 thing to answer.





1 THE CHAIRMAN: We have to take a look  
2 at this.

3 MR. SAUNDERS: I think Mrs. Aceti is  
4 in a better position to answer than any of us.

5 MRS. ACETI: Perhaps a biased opinion,  
6 but, first of all, I draw your attention to the over-  
7 view findings from the Department of Education survey  
8 that came out last month and insofar as no marked  
9 antipathy to the more technical teaching aids was  
10 manifest by the sample, insofar as three-quarters  
11 of the respondents agreed that educational TV and  
12 films should be used to a greater extent. That is  
13 public opinion.

14 On the other hand, I just heard a  
15 report this morning of small communities in northern  
16 Ontario who definitely want the same kind of  
17 service that is being provided for the Horseshoe  
18 and we are talking about \$3.00 for educational TV  
19 per student, but if you take the adult education  
20 work that is involved in the Authority, then I  
21 think you will find the cost per person seeing these  
22 programs is certainly a great deal less. It does  
23 enrich the program and it can be utilized. However,  
24 again it comes back to your objectives: what do you  
25 want from the educational system? If you want  
26 teachers to go back to a book, a textbook and a  
27 blackboard, fine, but I think you will have to  
28 recognize that our students today have been brought  
29 up in an era of multimedia and, unless we in the  
30 classroom utilize some of the multimedia, we might







1 as well close up shop. They want to be entertained  
2 some days and I don't think it is all entertaining,  
3 but I do think your visual presentations can be  
4 much more effective than a lot of talk. TV is one  
5 means of visual presentation.

6 THE CHAIRMAN: Bob, do you have a  
7 differing opinion?

8 MR. SAUNDERS: Not really. One  
9 problem with educational TV is programming and I  
10 think some people would say a school can really get  
11 effective use from its ETV only if it has got a  
12 videotape recorder. I have been to a number of  
13 schools where I have talked to teachers where I  
14 have felt ETV was being used pretty effectively,  
15 but I think one of the major frustrations of  
16 teachers may be that they are not able to use it  
17 enough and, therefore, they don't see it as of very  
18 much value. If they were able to get more use out  
19 of it, they might see it as of greater value.

20 MR. TROWELL: What are the roadblocks  
21 in the path of getting greater use of it?

22 MRS. ACETI: Dollars.

23 MR. TROWELL: Is that all?

24 MRS. ACETI: Right.

25 MR. TROWELL: Or is there something  
26 else, is it the means or ways of handling the  
27 storage and distribution?

28 MRS. ACETI: It is the distribution  
29 cost involved in it. The purchase of hardware for  
30 our schools has pretty well been completed in the





1 last five years.

2 MR. TROWELL: Is it compatible  
3 hardware?

4 MRS. ACETI: Yes, compatibility is  
5 there. Not completely, but generally speaking there  
6 is compatibility. In the past six months the  
7 Authority is providing a dubbing service for all  
8 those areas which are outside the viewing area.  
9 We are committed to programming for Ontario through  
10 the CBC up to about three hours a day average.

11 MR. TROWELL: Through the air.

12 MRS. ACETI: Through the air. The  
13 cheapest way is through the air for a blanketing of  
14 the province.

15 MR. TROWELL: It is the cheapest  
16 delivery system, but that does not mean you get what  
17 you want when you want it?

18 MRS. ACETI: That is why the dubbing  
19 service has been introduced and is available to all  
20 schools at the present time.

21 MR. TROWELL: To maintain an over-the-  
22 air system it would be completely bicycled and  
23 cabled to certain points through the dubbing service?

24 MRS. ACETI: If you are talking about  
25 just in-school educational television, it would be  
26 easier to dub, but if you are talking about educational  
27 programming for the public, then, on the air is a  
28 different situation.

29 MR. TROWELL: That is the total  
30 situation?







1 MRS. ACETI: Well, that is what the  
2 Authority is set up to do, to provide educational  
3 television in the broadest sense, educational  
4 communications, not just the in-school programming.  
5 I think that is probably why the budget was split  
6 between the Ministry of Education and the Ministry of  
7 Colleges and Universities.

8 MR. RONSON: I would like to ask a  
9 question, Mr. Chairman. There is considerable  
10 opinion in some of the newspapers and people saying  
11 on the one hand the department has put ceilings on  
12 and on the other hand they were encouraging boards  
13 to do things which were more costly than they have  
14 been in the past. The implications (inaudible).  
15 Would you agree with that statement or not?

16 MR. HODGINS: The real concept is  
17 becoming more and more apparent, I think, Mr.  
18 Chairman. To implement the HSI plan involves  
19 greater flexibility. That includes greater services.  
20 In my school, for example, we had to cut off small  
21 classes below 15 in size. There are a number of new  
22 innovative programs that are simply not being  
23 established and there was some staff pressure and  
24 parent pressure to establish courses, but because of  
25 low enrollments they are not being established, so  
26 the flexibility that is being sought to implement the  
27 HSI and in essence the ideas generated by the Hall-  
28 Dennison Report; to create that flexibility you have  
29 to have more dollars to spread around to try. Can  
30





1 we innovate if it means that before we start to  
2 innovate we have to cut off something that is well  
3 established? Must we cut out Latin before we put  
4 in computer science? That is the kind of decision  
5 schools are being forced to make, that kind of  
6 priority decision.

7 DR. FELKER: Mr. Chairman, I think  
8 that type of discussion we just had leads into the  
9 first general recommendation to be found on page 40,  
10 and it leads into a point made by Mr. Trowell that  
11 the headmasters were saying, that refers itself to  
12 the matter of positions, the goals, the objectives  
13 of education in this province. I suspect to some  
14 extent that there is no person or no group of  
15 persons in this province who are capable of coming  
16 out with anything that is authoritative about the  
17 goals and objectives of education. It seems to me  
18 that if we wished to continue to offer and to  
19 improve education, we must know at least in what  
20 direction we are going and without knowing  
21 definitely where we are going, albeit it may be a  
22 wrong destination, we are, to a certain extent,  
23 floundering, not only in the educational process,  
24 but floundering in attempting to come up with some  
25 results, something that is worthwhile in the area  
26 proper  
11 of/financing of education.

27 MR. SAUNDERS: When you are talking  
28 about goals, too, you have got a problem that is not  
29 unfamiliar to the economists. When you make a  
30 choice to emphasize a certain goal, I think you





1 also make a choice to de-emphasize another one.  
2 That is an implicit choice that you have made. I  
3 am not sure that curriculum planners always recognize  
4 this fact. Can I give you two examples? One, the  
5 individualization of instruction in the elementary  
6 schools is no doubt providing a more effective kind  
7 of educational experience for a great many children,  
8 but it has also meant that there is some slowdown,  
9 evidently, in the rate of learning. Board after  
10 board is finding that the measured results on  
11 standard achievement tests in reading and math are  
12 not as high now, the raw scores are not as high as  
13 they were and they are having to adjust their norms.  
14 You have made the trade-off. I don't disagree with  
15 the trade-off, but you have to recognize this is  
16 what it is all about.

17 HSl, there is a kind of trade-off here  
18 in introducing greater freedom of choice and  
19 flexibility for students. We may have created  
20 another kind of problem. Alan King at Queen's  
21 University, for example, looking at a number of  
22 innovative schools, feels that an increasing propor-  
23 tion of the students in these schools are losing a  
24 sense of identity. They have no context in which  
25 they can operate. They have no role to play in the  
26 school. They are lost and yet we say that for a  
27 changing society we want greater flexibility, open  
28 students to a wider range of experiences. One of  
29 the messages that came through to me very strongly in  
30 reading "Future Shock" was that a person who can







1 best cope with change and adapt to change was the  
2 person who feels a great deal of internal security  
3 and has a very strong sense of his own identity.

4 Now, in order to attain one thing  
5 are we trading off something else which may in the  
6 long run be far more important?

7 THE CHAIRMAN: Bob, I would like to ask a  
8 question getting into the nittygritty of teachers'  
9 salaries. Do you feel teachers' salaries should rise  
10 in line with others in the economy? Do you feel at  
11 the present time that teachers' salaries are fair and  
12 adequate at this point in time?

13 MR. SAUNDERS: That is kind of an impossible  
14 question.

15 THE CHAIRMAN: I realize that.

16 MR. SAUNDERS: It is like asking what is the  
17 bench mark to which you want to relate a teacher?  
18 I think we can demonstrate in terms of some measures  
19 such as taxable income, average taxable income of  
20 individuals in Ontario through the 60's or per capita  
21 personal income or the industrial composite wage.  
22 These are all averages, all average figures, so they  
23 pull together a very wide range. If you look at the  
24 use of measures, the average teacher's salary just  
25 hasn't kept up. It has fallen behind. That also has  
26 an assumption built into it that at some time in the  
27 past, in 1961, which was the starting point, the  
28 average teacher's salary was equitable in relationship  
29 to other people. That is a pretty tough assumption  
30 to make.





1 THE CHAIRMAN: I remember hearing  
2 that teachers' salaries advanced faster than others,  
3 but now are they reasonably fair? Nobody thinks that  
4 they are overpaid. I realize that. Is it the  
5 feeling generally that they are fairly paid?

6 MR. SAUNDERS: I think you are going  
7 to have to ask other people. I think almost any  
8 individual, when he is asked if it is a fair salary  
9 or an equitable salary for himself, unless he looks  
10 very carefully at the function he is performing or  
11 the role he is playing in relation to his brothers,  
12 he may well feel an equitable salary would be somewhat  
13 more than he is getting now.

14 THE CHAIRMAN: I take it you would be  
15 fairly content if teachers' salaries increased with  
16 others in the economy. Is it your fear that ceilings  
17 may not make that possible?

18 MR. SAUNDERS: Yes.

19 MR. HODGINS: For example, Mr.  
20 Chairman, the ceilings next year permit a rise of  
21 something just over two per cent.

22 THE CHAIRMAN: Is this in per pupil  
23 cost?

24 MR. HODGINS: Cost per pupil. Since we  
25 are a labour-intensive activity making up something  
26 like 80% of the board budget and then a two per cent  
27 rise in the cost per pupil grant and spending ceilings,  
28 that is not going to permit a rise in teachers'  
29 salaries proportionate to the inflation rate alone,  
30







1       which we think is going to be in the four to five per  
2       cent area, so that we are two per cent out now. If  
3       we are a labour-intensive organization, it has to  
4       either come in salary restrictions or a reduced number  
5       of jobs. There is no other way, unless money is  
6       taken from the remaining 20 to 30% of the budget and  
7       I think the economies made by local boards in the  
8       last two or three years make that practically impossible.

9               MR. SAUNDERS: It puts us in the  
10       position of having to make a Hobson's choice, to  
11       negotiate salary increases of the kind that civil  
12       servants and public employees are getting this year.  
13       This, in many cases, would force us to say to boards,  
14       "You have got to cut the quantity of goods and  
15       services you are buying." That may mean cutting the  
16       number of teachers or the number of hours of teaching.

17              THE CHAIRMAN: We have heard three  
18       different positions, Bob. We have heard one from your-  
19       self who said this is bad because it is lowering the  
20       quality of education. Another has taken the local  
21       autonomy argument. Your concern is with teachers'  
22       salaries and security. I gather that that is what  
23       concerns you most about ceilings?

24              MRS. ACETI: No.

25              MR. SAUNDERS: No. I think what we are  
26       really concerned about in the long run is that if  
27       the cost controls during the 70's are not realistic in  
28       terms of the rising prices of goods and services, what  
29       we will see is a steady erosion of the level of service  
30       now in the school system.





1 MR. RONSON: Have you any figures to  
2 indicate what the average composite increase over the  
3 last ten years in your salary has been? (inaudible)

4 MR. SAUNDERS: I just cannot give you  
5 one without the increment for a provincially-aggregated  
6 figure. I can't calculate a provincially-aggregated  
7 increment. If I were to take local boards, I could  
8 do it, but to take averages, in 1961 the average  
9 secondary teacher, including department heads, vice-  
10 principals, principals, in a few boards in Metro  
11 Toronto where they had a few consulting staff in 1961,  
12 their average salary was \$7450.00. In 1971, September  
13 of 1971, it is 12 to 15, which is a rise of 64% over  
14 that period of time. Off the top of my head I can't  
15 give you the industrial composites or the averages I  
16 mentioned a moment ago, but I have the tables at my  
17 office and I could provide them to you.

18 THE CHAIRMAN: But, Bob, one of our  
19 problems, if you have read our terms of reference,  
20 is to examine the expenditure of funds related to the  
21 costs of education. I think you have hit upon what  
22 you think is your problem and we agree that it is our  
23 problem too. What have you, as a profession, done  
24 to help define these goals on a provincial level and  
25 a board level, coming right down to the school?

26 MR. SAUNDERS: The historical record,  
27 I would have to ask the president and vice-president  
28 to speak to that.

29 MRS. ACETI: Our concern is to provide  
30 a good system of education for our students. We have





1        been guided in the last fifteen years by the department  
2        and now by the Ministry of Education programs. Some  
3        of it was very restrictive. In the last few years it  
4        has not been restrictive. It has allowed us to  
5        provide better programs for the kind of student we  
6        have. I will go back to the introduction of the  
7        Robarts plan. Many people fault it today, but as a  
8        teacher, outside the Golden Horseshoe, it was a good  
9        introduction, an expansion of programs for the kind of  
10       student that was in the school, who was coming into  
11       the school at that time; the kind of student we have  
12       today is so very different from the kind of student  
13       that we had fifteen years ago that we must adapt  
14       our programs to their needs. If we don't, then we  
15       are failing the young people of this province and I  
16       think our first aim is to promote and advance the  
17       cause of education. That is my basic philosophy.  
18       I do the best I can for the students I have and  
19       anything that restricts me in that is not good. In  
20       providing the goals we are trying to provide for the  
21       need of the student in front of us.

22                    You talk about defining these goals  
23       and I think it depends on what have we done? We  
24       have tried to provide at the school level and the  
25       system level the kind of program we think would be  
26       useful. I think Dale would probably ---

27                    MR. HODGINS: As a reaction to what  
28       we saw as inadequacies in the Robarts plan, the  
29       secondary school people began pressing for greater  
30







1 flexibility about 1965 or 1966, where we were trying  
2 to allow greater movement back and forth between  
3 the arts and sciences, the B and C and the technical  
4 courses and between 5 level and 4 level, so the  
5 profession has been working to create the flexibility,  
6 and I think a lot of the ideas in the Hall-Dennison  
7 Report were as a result from input of the profession.  
8 The HSL which has now come out as a public-Ministry  
9 supported document has been initiated by a group of  
10 people within the secondary schools as long as five  
11 years ago. My school has been on it for three years  
12 and other ones were on it before that. They ran  
13 pilot programs with departmental approval to see  
14 what would happen if you had a broad, flexible  
15 program and what they found was that it worked and it  
16 has now just come around to where the Minister has  
17 said, "Fine, it works and has been tested and now  
18 everybody do it."

19 I think we have been providing goals  
20 and the one main one in the last five years was to  
21 get some flexibility. You don't lock people into a  
22 rigid, stiff pattern. The profession all saw that  
23 as a problem some years ago.

24 MR. SAUNDERS: If I could add something  
25 to that as well, one thing that has happened, I guess,  
26 just in the last couple of years has been a change  
27 in our thinking about goals, getting more students to  
28 stay in school, getting more courses for the students,  
29 getting a greater variety of courses for the students  
30 to stay in school in the 60's. Now we are faced with





1 the problem of what people are looking for, some  
2 relationship between the expenditure of money and  
3 the outcome of the process. During the 60's there  
4 was a great deal of emphasis upon the money going  
5 into the process to provide a better program. It  
12 6 did not necessarily relate to the outcome.

7 There is a kind of agony I think  
8 everyone in education is going through now that  
9 suddenly we are having to ask ourselves what are  
10 we really producing for all our efforts? We are  
11 making greater and greater efforts, but there is a  
12 point where you are just pacing yourself a little  
13 harder around the circle.

14 THE CHAIRMAN: You know our terms of  
15 reference. Do you have anything you could suggest  
16 that would be helpful to us or have you any research  
17 that you have done that you could make available to  
18 us and our staff that we could use?

19 MR. SAUNDERS: We have some. I talked  
20 to a couple of members of your staff about things,  
21 information that we have that might be made available  
22 to you and I think we could well continue these  
23 discussions. We would be very happy to cooperate in  
24 any way.

25 THE CHAIRMAN: Obviously in one hour  
26 we can't ask you all the questions we would like to  
27 ask you and you probably can't convey all the  
28 information you would like to convey, but it would be  
29 useful within our terms of reference if you could  
30 help us. They are rather monumental terms, to define







1 the aims and objectives of education in Ontario is a  
2 little difficult. You know the Hall-Dennison Report?

3 MR. SAUNDERS: I think you might  
4 find a fair spectrum of opinion on it.

5 DR. FELKER: One thing, if I recall  
6 the original terms of reference of the Hall-Dennison  
7 Commission, it was established to look at elementary  
8 education and suddenly burst through its parameters  
9 and investigated 7 to 13, so we have some mixed  
10 feelings on it. With as many as two dozen members  
11 on that committee, very few of them, I think it was  
12 limited to four or less, really had the biases or the  
13 backgrounds of secondary school people.

14 THE CHAIRMAN: Let me throw another  
15 question at you: do you agree with the HS1?

16 MRS. ACETI: If it gives the money  
17 to provide the intent, yes.

18 MR. HODGINS: Philosophically, yes.

19 THE CHAIRMAN: Do you agree with the  
20 way the province has suggested you develop curriculum?  
21 In other words, curriculum now can be developed by  
22 almost anybody.

23 MRS. ACETI: To a point.

24 THE CHAIRMAN: Do people have the time  
25 or are they qualified generally to develop curriculum?

26 MRS. ACETI: They don't have the time  
27 within school.

28 MR. HODGINS: I think the problem here  
29 is partially a question of who is developing it?

30 The department at some time for the last several years





1 has seemed to move away from curriculum control  
2 functions which they had performed and have left local  
3 areas entirely on their own. Recently there has been  
4 a move back, there seems, to a stricter control, and  
5 we are still puzzled, as in our general recommendation  
6 here that we would like, if the Ministry are going to  
7 lead us, give some indication as to what direction  
8 they are leading us. If they want us to develop and  
9 provide the input and the approach, be it in  
10 curriculum or in the organization of schools, then  
11 let us go ahead and do it, but they seem to be going  
12 both ways. I think teachers generally are confused  
13 as to where they should be going.

14 THE CHAIRMAN: I sat in on the  
15 founding of the Curriculum Institute and I am interested  
16 in university education. I went back and found out  
17 that that has gone by the boards. I am not sure who  
18 is planning curriculum in this province and I gather  
19 you are not either.

20 MRS. ACETI: At the present time there  
21 are 162 guidelines. Four years ago I might have said  
22 with some assurance that, if I wanted to introduce a  
23 new program, I wouldn't have any difficulty. Today  
24 I might have tremendous difficulty in getting somebody  
25 to accept the new program because it would be --- it  
26 would have to have a great deal more documentation  
27 than it would have four years ago, which takes time,  
28 as you indicated. The time is a limiting factor.  
29 Then, to introduce it, the cost, not only of this year's  
30 introduction, but a five-year projection would have to





1 be considered. Now the department has very clearly  
2 stated to the Minister of Education that approval  
3 shall be given --- today there are about 2,000, I  
4 understand, experimental curricula in the province.  
5 That would be a total of three, a little over three  
6 per school in the province. If they were all in  
7 secondary schools, that is, but there are 2,000  
8 under experiment now.

9 MR. HODGINS: Just before we leave,  
10 Mr. Chairman, could I ask you if your committee has  
11 received presentations or has considered the costs  
12 of what are really social services to the community  
13 that are being charged against education in the budget?  
14 I am thinking of a large number of psychologists,  
15 social workers, psychiatrists that are being ---  
16 counsellors and attendants, a whole group of centrally-  
17 employed personnel usually who are being employed by  
18 school boards to provide, in many cases, a social work  
19 relationship in the community and this charge is being  
20 put against the education part of the budget.

21 THE CHAIRMAN: This has been pointed  
22 out. Is this not really a matter of accounting or is  
23 it a method by which we could really reduce the costs  
24 to the taxpayers? Is it accounting? We are trying to  
25 work out what is the pure education dollar. I don't  
26 know whether it would save us money.

27 MRS. ACETI: I don't believe it would.  
28 I believe these services are necessary for a large  
29 number of students.

30 THE CHAIRMAN: It might help the public







1 to know exactly what is what. Perhaps it should be  
2 organized differently. We don't know.

3 MR. SAUNDERS: I think your committee  
4 is going to have a platform in the next few months  
5 or perhaps years which could be used to explain a  
6 great many of these things to the public. I think  
7 a great many people simply do not understand the  
8 little red schoolhouse has disappeared or that the  
9 academic high school of the 1950's is no longer here.  
10 I think possibly one of the roles you can perform is  
11 a public relations role to explain what is involved  
12 in the education process.

13 THE CHAIRMAN: I think that is one of  
14 the main contributions we can make, is to get accurate  
15 information about the subject. There is a tremendous  
16 amount of misinformation. I can remember one of your  
17 own profession on television in the last few months,  
18 a reporter asked him if the ceilings went on, would  
19 he be prepared to take less money so that teachers  
20 would not be fired. The answer was, "Why should we?  
21 Everybody else is getting so much more per year, why  
22 should we take less?". This is the type of thing  
23 that destroys the credibility to the public, I think.  
24 We are trying to get the facts to place before the  
25 people, even the profession. As a trustee I know we  
26 did not have the information to make good decisions  
27 in the early 1960's. I don't know whether it has  
28 changed now or not. The planning we were doing then,  
29 if we could see a year ahead, we were pretty lucky.





1 Maybe present boards are able to do much better  
2 planning than we did.

3 I am sorry, we are running out of  
4 time.

5 MR. ARSENAULT: May I ask another  
6 question? In 1970, talking about property taxes,  
7 you said it was regressive, not imposed according to  
8 ability to pay, it was paid on weak assessment  
9 practices and also subject to political pressures.  
10 Then you go on and say it has a very wonderful quality:  
11 it raises \$800 million a year. Probably it is  
12 irreplaceable. Are you still thinking along those  
13 lines today?

14 MR. SAUNDERS: I think it is  
15 irreplaceable simply because there is no other local  
16 tax, not that I am aware of, anyway. The payroll  
17 taxes and the other types of local taxes have been  
18 tried elsewhere and don't work out to be any more  
19 progressive or better taxes. I think that the property  
20 tax -- there are a lot of problems with the property  
21 tax, sure, because you are measuring a part of a  
22 person's wealth. That is a very fundamental issue.  
23 The theoretical base for the tax is pretty weak.  
24 What is the alternative for local government other than  
25 to fund local government centrally? If you could get  
26 rid of the regressivity of the property tax, and I  
27 would think that the tax credit system which the  
28 province is introducing now, which has to be extended  
29 further before you can really get rid of the  
30 regressivity, I think this would meet the property tax







1 as a much better tax in the long run.

2 When the conversion of the market  
3 evaluation comes in the mid-70's, I think this will  
4 get rid of a lot of the inequities of the assessment  
5 practices. There are other issues I am skirting around  
6 and you are probably aware that the issue of exemptions  
7 from property tax, that is something that our  
8 educational finance committee is looking at, but we  
9 have no contributions, no observations to make at  
10 this point.

11 MR. ARSENAULT: Thank you.

12 THE CHAIRMAN: Thank you very much for  
13 being with us today. You have been a great help to us,  
14 and I want to compliment you on the well-researched  
15 brief. It is one of the best that we have received.

16 MRS. ACETI: Thank you, Mr. Chairman,  
17 and we are interested to assist you in any way, any  
18 materials that we get we will provide for you. If we  
19 can have a consultation before on many of these factors,  
20 working together I think we can improve at a reasonable  
21 cost increase the educational program.

22 THE CHAIRMAN: Thank you very much.

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Toronto, Ontario

Organizations & Groups Brief #41  
SUBMISSION OF THE CANADIAN MENTAL HEALTH ASSOCIATION,  
ONTARIO DIVISION

THE CHAIRMAN: Mr. Couchman, we are pleased to welcome you here today. We have all read your brief. I was wondering if you would start off by introducing the gentlemen with you and, if you have anything to add to the brief, feel free to do so. Then we have a few questions.

First of all, I would like to apologize for holding you up. It seems to be one of the bad habits we have.

MR. COUCHMAN: Thank you very much, Mr. Chairman. I would like to introduce Mr. Bob Bunn who is the executive director of the Canadian Mental Health Association for the Province of Ontario. I won't go into too much background on the Canadian Mental Health Association. We represent the Ontario Division of that and there is a national office as well. We have 30 branches that we serve throughout the Province of Ontario. It is a citizens' organization made up of volunteers who are interested in preventive mental health, treatment services in the province, and also rehabilitation of the emotionally disturbed.

We come before you this morning -- this afternoon with some concerns, particularly as to the costs of education as they relate to troubled children and by "troubled children" we are speaking here of those children who are retarded, those children who are emotionally disturbed, socially







1       maladjusted, children with learning disabilities.  
2       You might say that that is probably a small minority  
3       of school children. In 1960 the figures that were  
4       given by the Dominion Bureau of Statistics at that  
5       time said that one child in ten born in that year  
6       would require in-patient treatment for emotional  
7       problems.       That excludes learning disabilities,  
8       but the two are related. In 1970 Statistics Canada  
9       reported that one person in 6.5 born that year would  
10      require hospitalization for emotional problems. As  
11      late as 1971, when the Canadian Celtic Report on  
12      one million children report 1.8 children. That  
13      means, gentlemen and lady, that there are approximately  
14      300,000 children in the province of Ontario who fall  
15      into the category of being emotionally disturbed,  
16      retarded, having learning disabilities, et cetera.  
17      These are the children who tend to drop out of  
18      school. These are, in many cases, the forgotten  
19      children in our school system.

20               As you can see, that is a fairly  
21      sizable majority. If you take our predecessors from  
22      the Ontario Secondary School Teachers' Federation  
23      and listen to some of their statistics on children  
24      completing post-secondary education, there is a  
25      significant number who do not complete secondary  
26      education. In large point these are the children who  
27      have emotional problems and retardation problems or  
28      severe learning disabilities.

29               Now, it does strike our association  
30





1 as odd that in this particular year the Department  
2 of Education issued a report which said that these  
3 children constitute two to three per cent of our  
4 student bodies and these were based on three American  
5 studies, the earliest being quoted 1964, and the  
6 latest figure was in 1968, a study done in the City of  
7 Washington D.C. We wonder why the Department of  
8 Education has not looked at Statistics Canada and the  
9 Celtic Report in regard to this number of children.  
10 This raises the question as to what our concern is  
11 as a province in educating those children.

12 If you look at the definition of  
13 responsibilities, for example, of boards of education  
14 in the Province of Ontario, you find that services to  
15 emotionally disturbed children or retarded children  
16 are optional, they are not compulsory services that  
17 the school boards need supply under the definition of the  
18 school trustees, those optional services. You will find  
19 they may provide psychological services or may  
20 provide classes in special education. In point of  
21 fact, nearly every school in Ontario does provide  
22 these services and this is most encouraging. In  
23 some of the larger centres some of these services are  
24 quite comprehensive, but in some of the rural areas  
25 we find a very serious lack in these services for these  
26 children. Therefore, Ontario, the education in  
27 Ontario does not really, by any stretch of the  
28 imagination, meet the needs of all children nor are  
29 we even saying we are attempting to meet the needs of  
30 all children? The unfortunate situation is that we







1 compartmentalize these children and as soon as we  
2 find a retarded child from northern Ontario, where  
3 there are no special classes, we say that child is  
4 a responsibility of the Department of Health and the  
5 Department of Health then places the child in a place  
6 like Smith's Falls or Orillia. If the same child  
7 were going to school in Toronto, that child would  
8 likely end up in a special class for retarded children,  
9 either educable retarded or trainable retarded.

10 When some of these children slip  
11 through the fingers of both the Department of Health  
12 and the Department of Education, then, they fall into  
13 the hands of the Minister of Social and Family Services  
14 or the Ministry of Corrections. If you start to work  
15 out what the costs are involved in working with these  
16 children --- here I am taking one school board from a  
17 metropolitan area of Toronto --- if you divide the  
18 total operating cost of that school board, not  
19 including capital expenditures, you find that the  
20 average cost per day per child (including the  
21 emotionally disturbed as well as the normal child) is  
22 \$4.40 per day. I contend it would be very difficult  
23 to find a good babysitter for \$4.40 a day. When some  
24 of these children are removed from the school system  
25 because they cannot function and in many cases, to  
26 go back to my earlier point, the outlying boards of  
27 education do not have these services, then, they end up  
28 in Department of Health facilities and at that point  
29 it costs \$40.00 a day to the Thistletown Regional  
30 Centre which has an average operating cost of \$120.00





1 a day. There is a range there. One wonders, when you  
2 are looking at costs and you know that this particular  
3 committee is concerned with costs in education, in  
4 looking at total cost of services to these children,  
5 both education and health, there are some serious  
6 discrepancies.

7 I guess the question arises how can  
8 we improve these services in school boards to these  
9 children and try to keep the costs down. It is  
10 obvious by the budgets that have been placed upon  
11 school boards these past years that there is no way  
12 that they can increase much further these services  
13 and programs to these children.

14 One thing we might take a look at is the  
15 recommendations contained within the Celtic Report  
16 and this is a report that the Canadian Mental Health  
17 Association insisted on. We find there recommendations  
18 for integration of coordination of health, welfare,  
19 education and correctional services. To this point  
20 this has not happened. In fact, the other day I  
21 received a call from Dr. Naomi Grant of the Health  
22 Department, who is director of children's services,  
23 asking me for a copy of the Department of Education  
24 Report on Special Services, the new report which came  
25 out in November. If you look at the Department of  
26 Education now, you will find there is no special  
27 education branch any longer. Coordination between  
28 departments is in a rather poor state. Hopefully, with  
29 the new reorganization of the Ministry of Education,  
30 some of these problems will be corrected, but we contend





1 that there really does have to be effective coordina-  
2 tion between all of these departments, particularly  
3 for these children.

4 The next question that comes up is  
5 teacher education. If we could help these children  
6 in regular classes, we could probably keep the costs  
7 of their education down, or the services. If you  
8 look at the teacher training programs as they are  
9 presently set up in the province, you will find that  
10 they are given a course called "Educational Psychology,"  
11 which is one small part of the total program. There  
12 is no reference to child development. There is no  
13 reference to abnormal psychology. In no way are  
14 teachers trained to identify these children.  
15 Hopefully, within the next few years, with the change-  
16 over from teachers' college training to the training  
17 at the universities, we will see some improvements  
18 in these areas. If we could offer appropriate  
19 courses for teachers on identifying these youngsters  
20 early enough and also in working with these  
21 children in regular classes, we could probably save  
22 a great deal of money and then we wouldn't need  
23 quite the same overlay of special services,  
24 consultants, et cetera.

25 Also for those teachers who are  
26 presently trained (and there are many who will be  
27 teaching in this province for a good many years)  
28 graduate programs and in-service programs and summer  
29 courses ought to be provided. If you take a look,  
30 for example, at this particular institute, OISE,







1       there are courses in special education and counselling.  
2       If you begin to look at some of those programs to  
3       find out who are attending, who are taking these  
4       courses to be trained, you find, by and large, they  
5       are administrators, principals and vice-principals.  
6       Many of them are not actually teaching classes.  
7       Sometimes we put on these courses in an institute  
8       such as OISE and we don't really meet the needs of  
9       the teachers in the field.

10               One of the things that we have also  
11       noted is that a good deal of emphasis is placed on  
12       assessments by school boards on psychological testing  
13       and, if you start to look at the record of a child  
14       who has gone from one school board to another, you  
15       often find two, three, four individual intelligence  
16       tests, each one costing about \$60 or \$70 to give,  
17       and each one contains a list of recommendations.  
18       I think where we are really weak is in the followup  
19       on the recommendations. We don't have programs and  
20       services and the counselling staff, et cetera, within  
21       the school system, as CMHA sees it, to provide or  
22       to carry through on the recommendations, so that some  
23       proportionate amount of money needs to be perhaps  
24       taken away from the assessment area and placed  
25       within the followup services area.

26               Compensatory education is another  
27       key issue. At the present time what it really  
28       needs       is a lower pupil-teacher ratio. It needs  
29       additional equipment for a school. Sometimes it needs  
30       an additional staff member with special training.





1 We are not too sure that what we are  
2 doing in compensatory education is being truly  
3 effective with the children and that whole area  
4 needs to be examined, if we are going to spend the  
5 money wisely. Also, if we are going to affect the  
6 long-term needs of the children and how they  
7 function as adults, we need to take a fresh look at  
8 health education and family life education in the  
9 schools.

10 Recently the emphasis (and even in  
11 Celtic we pointed this out) has been away from  
12 segregating the children we have referred to into  
13 special classes, unless it is absolutely necessary.  
14 It will always be necessary to have special classes  
15 in schools, but to try and keep the emotionally-  
16 disturbed child and the educable retarded child in a  
17 regular class. That might appear, on first glance,  
18 to actually cut back the cost in education, but when  
19 you look at the other part of the recommendation  
20 that says you really have to build in consultants  
21 and the support personnel up to help the regular  
22 classroom teachers cope with that emotionally-  
23 disturbed or educable retarded child, then the cost  
24 is simply being shifted from paying a special class  
25 teacher with a small pupil-teacher ratio to assisting,  
26 by providing appropriate facilities and resource  
27 people and services.

28 Unfortunately, what seems to be  
29 happening is that everyone has jumped on the bandwagon  
30 and said, "Integration is the thing," but the support







1 personnel are not being provided. Hence, we see  
2 Statistics Canada coming up with a one in 6.5  
3 figure, so my guess is as time goes on we are going  
4 to see more and more children affected by severe  
5 emotional problems dropping out of school. We are  
6 going to see a higher rate of children in training  
7 schools in the province. The whole emphasis on  
8 community schools seems to be a very wise one. I  
9 mention that in the same way as I speak of family  
10 life education. We at CMHA don't know what the  
11 effects will be over the long run, but just looking  
12 at community schools, it would seem to be a very  
13 wise idea. It may help a great deal with some of  
14 these children who have special needs, because at this  
15 point the schools are primarily education in emphasis  
16 and a lot of these children, if they are going to be  
17 helped, require not only special emphasis in  
18 education, but they also require recreational  
19 activities and special community services.

20 The last point (and I think it is  
21 also a significant one) is to train a teacher or to  
22 train a consultant or a counsellor to work in this  
23 whole field takes many, many years and by the time  
24 you have got an effective counsellor or effective  
14 25 teacher, you have made a major investment. It is  
26 a real shame to see that person removed from a very  
27 valuable role as a consultant to become an  
28 administrator. I know a number of administrators who  
29 have had this training and are very sympathetic to  
30 these children. That is somewhat beneficial.





1                   If we are going to make effective  
2 use of our personnel, I think we have to think of  
3 how we can retain these people within the regular  
4 classroom.

5                   We have presented to your Committee  
6 some additional material. The Canadian Mental Health  
7 Association has been working very closely with the  
8 Ontario Educational Association, the Troubled Child  
9 Committee of that group, and it is a joint committee  
10 at the present time. One of the documents which  
11 you have before you is called "The Interim Report of  
12 the Troubled Child Committee," and is labelled  
13 "Ontario Educational Association." You may wonder  
14 how that came about. We do not support all the  
15 viewpoints in that, but we do support the main ones  
16 and we did work very closely with OEA to draft that  
17 particular document. In this way CMHA hopes to be  
18 more effective in working with school boards and  
19 working with organizations like OEA in order to  
20 improve the services for these 300,000 children in  
21 the Province of Ontario.

22                   Thank you, Mr. Chairman.

23                   THE CHAIRMAN: Thank you, Bob. Is  
24 this the final report of the Troubled Child Committee?

25                   MR. COUCHMAN: That is in first  
26 draft form. It is almost complete in first draft.

27                   THE CHAIRMAN: Could we have a copy  
28 as soon as it is finalized?

29                   MR. COUCHMAN: Yes. It may be the  
30 fall before it is made available, unfortunately.





1 The committee met last week and they are thinking in  
2 terms of the fall, probably mid or late September.

3 THE CHAIRMAN: As soon as you have it  
4 available, please supply us with a copy.

5 MR. COUCHMAN: Yes.

6 THE CHAIRMAN: What services would  
7 be your responsibility in special education?

8 MR. COUCHMAN: Well, I think we have  
9 got to start with those children who cannot function  
10 without those services. This is one distinction  
11 that we really have got to make. We don't provide  
12 special education services for retarded children.  
13 Those children just can't function in the school  
14 system. They have to be removed and that is what  
15 happens in certain parts of the province. I would  
16 start with services to retarded children, both  
17 educable and trainable retarded children. I think we  
18 would move from there to children with learning  
19 disabilities, perceptual problems who cannot read. One  
20 example I can think of is a child in one secondary  
21 school in Toronto who is now in grade 10 and is  
22 retaining 68% averages and cannot read. All his  
23 material is transcribed by his fellow students onto  
24 tape and he listens to the tapes and he listens to the  
25 tapes and does only oral examinations, but there is  
26 something like 150 volunteers within the school to  
27 transcribe this material for this child. This some-  
28 times happens too with blind children and other  
29 children with special needs. Those children with  
30







1 learning disabilities and, finally, I think you come  
2 through to the ones CMHA is most interested in, and  
3 that is the emotionally-disturbed child or the  
4 socially-maladjusted child. These children cannot  
5 function because of severe disorders and then I think  
6 we have got to provide services within the school  
7 system for them.

8 THE CHAIRMAN: Given the necessary  
9 resources, how long would it take to fulfill these  
10 needs?

11 MR. COUCHMAN: I don't think it would  
12 take all that long. I think we have some very  
13 effective models now in existence in the Province of  
14 Ontario. There is one the Canadian Mental Health  
15 Association has been working on --- is it in Peel,  
16 Bob? Is it in Peel or the Port Credit area, Bob?  
17 One of the first school systems in Ontario to make  
18 use of volunteers. We have a number of CMHA volun-  
19 teers working there. Now we have CMHA volunteers  
20 working in places like Etobicoke and other areas in  
21 the province. That was a point I wanted to make  
22 earlier and I didn't jot it down here. The use of  
23 volunteers is probably going to be the greatest saving.  
24 I think if we could take a look at models that are  
25 now extant, I think it would be an easy matter to  
26 place those models of service in other areas.

27 As to time, it requires certain  
28 minimal expenditures; there is no question about that.  
29 I would imagine we are still many years from having  
30 an ideal situation for troubled children.





1 THE CHAIRMAN: You say there are  
2 models. Where should we take a look at them? You  
3 mentioned Etobicoke.

4 MR. COUCHMAN: It happens that I work  
5 with the Etobicoke Board of Education as well. There  
6 are some effective things happening in Etobicoke.  
7 Our Troubled Child Committee, I am sure, our people  
8 could identify others in other parts of the province.  
9 We have four field staff who visit the towns and  
10 cities of Ontario during the year and they have  
11 already identified programs. We have one of our staff  
12 members presently working in ---

13 MR. BUNN: Brantford.

14 MR. COUCHMAN: Brantford? Haldimand  
15 County where CMHA staff workers are working with the  
16 county board providing an experimental program. We  
17 could get the names for you of some of these projects.

18 THE CHAIRMAN: It would be helpful  
19 to see what these programs are. Have you really done  
20 any research that tells us "We now know how to  
21 solve these problems"?

22 MR. BUNN: Some research has been  
23 done and I have a couple of copies here and I can  
24 provide them for the Committee. This is an excerpt  
25 from the Celtic Committee Report on one million  
26 children taken over a four-year period by a Canadian  
27 organization concerned with children. I think there  
28 is a great deal of research to be done, but I am not  
29 sure that it has all the answers.  
30







1 THE CHAIRMAN: If the money were  
2 available, could you find the staff?

3 MR. COUCHMAN: It could be very easy.  
4 York University is setting up a special program this  
5 summer and it is the first time York has done this.  
6 OISE has been functioning this way for a number of  
7 years and the Department of Education has been  
8 offering good summer courses. There is no easy way  
9 to train staff quickly, but the programs are there  
10 to train these staff. We don't have to go too far  
11 away from the Province of Ontario to find good  
12 programs.

13 I would just like to come back to the  
14 question of research. I agree with Bob that we have  
15 not done all the necessary research. On the other  
16 hand, we have done a tremendous amount of research  
17 during the whole decade of the 60's and one of the  
18 big problems is to continue to research and implement  
19 the findings. What we need now, rather than pure  
20 research, is to take a look at some of the models of  
21 service which we think will work and to provide  
22 action research. For example, you have got a group  
23 of 20 volunteers and can provide a training program  
24 for them in working with emotionally-disturbed  
25 children. Rather than researching to see whether  
26 volunteers can be effective working with emotionally-  
27 disturbed children in theoretical terms, put those  
28 volunteers in a school situation working with  
29 emotionally-disturbed children and let the program  
30 go for a year or two and then look at it to see if it





1 has been effective. My concern is that we will  
2 always say, "We have enough research" and we go on  
3 in an abstract way doing pure research without  
4 putting any of the models into effect. I think what  
5 we need now is more action research than abstract  
6 research.

7 MR. BUNN: I think we have done  
8 enough experimentation with volunteers in the school  
9 system. These volunteers are working with children  
10 suffering from handicaps to prove that these people  
11 are valuable. They operate in various ways, sometimes  
12 as teacher aides and working sometimes with children  
13 outside of the classroom and still maintaining a  
14 normal classroom situation through this work. This  
15 has been done in Ottawa, South Peel. There was a  
16 program, I believe, at the Vocational School at  
17 Niagara working with kids with problems. These  
18 have proved effective and it is free.

19 MR. KERR: Mr. Couchman, CMHA, does  
20 it have any placement program whereby you take the  
21 children out who have been trained and put them in  
22 useful slots in services and follow up to encourage  
23 and help them?

24 MR. COUCHMAN: We do have some  
25 programs in the rehabilitation centres, but they are  
26 mainly geared to those patients who come out of  
27 Ontario hospitals. Many of them are older teenagers  
28 and, of course, through the White Cross centres we  
29 are able to help them. We don't have programs that  
30 relate to schools directly. Our focus and our





1 relationships have been primarily through the  
2 Department of Health, rather than Education.

3 MR. BUNN: Adult work adjustment  
4 training for psychiatric patients where we do get  
5 employment for them and we do try to get them  
6 employed after going through a workshop, but nothing  
7 for children.

8 MR. KERR: Have you any feeling that  
9 there comes a place in such a child's development  
10 where he has slipped back in the school system where  
11 he should go out to useful employment, possibly with  
12 his hands?

13 MR. BUNN: I couldn't answer that  
14 question, sir. Vocational education programs, if they  
15 are available, should be made available to that kind  
16 of child. He should be able to go to a vocational  
17 school, if that is his direction.

18 MR. COUCHMAN: At the present time  
19 the reality of placing the child who is vocationally  
20 oriented, who is educable retarded, the placements  
21 are becoming less and less frequent and they are  
22 demanding higher and higher educational requirements.  
23 The odd thing is that a child in our school system  
24 who is very bright, we provide high school training  
25 up to grade 13, post-secondary and graduate training,  
26 but for the retarded child we provide a vocational  
27 school and the child usually completes it at 16 or 17  
28 years of age, even though the Ministry of Education  
29 says that the child could now remain there until he is  
30







1 21. In practice that doesn't happen. These children  
2 are let go at 16 and 17 and they are let go sometimes  
3 with only partial training. Sometimes they require  
4 something more than they have been given at these  
5 vocational schools. I must say vocational schools'  
6 staffs do a good job in helping to place these  
7 children, a much better job than the secondary  
8 schools, because they really need to help these  
9 children. A large percentage of them are unemployed  
10 afterwards. I think one of the focuses we will  
11 have to give attention to is in keeping these children  
12 longer to train them more adequately.

13 THE CHAIRMAN: The statistics you gave  
14 us say more children will require this service. Why?

15 MR. COUCHMAN: Well, that is a --

16 THE CHAIRMAN: Is it a social problem,  
17 or do you just identify more of these people?

18 MR. COUCHMAN: I suppose the point has  
19 been raised in providing any statistics of this sort  
20 that we have sharpened our identification instruments.  
21 I don't believe that is true. I believe that in 1960  
22 our tests that we had at this time are the same tests  
23 we are using now. I think today we have the same  
24 tests as we had in 1960. I think we have just as  
15 25 perceptive teachers now as we had in 1960. Although  
26 there might be a slight, a very slight increase because  
27 society is more concerned about these children. It is  
28 like the drug problem coming along; there is a  
29 reaction and people get concerned over such a phenomenon.  
30





1 I think it is probably more or less a sociological  
2 phenomenon. I think our culture is changing so  
3 rapidly --- one of the representatives from OSSTF  
4 referred to "Future Shock." Sometimes works like  
5 that, although they give an overly simplistic answer,  
6 I think there are more and more works coming out  
7 pointing out that our culture is changing so rapidly  
8 that young people are not prepared. I remember  
9 talking to a Dr. Moorehouse, the head of the  
10 University of Toronto Medical Services, and he said  
11 there had been a tremendous increase in the number  
12 of graduate students taking psychiatric treatment at  
13 the U of T Psychiatric Centre. Why these people  
14 were needing psychiatric treatment was that they had  
15 been trained in high school during the 60's and told  
16 to stay in school and education means money and they  
17 become more and more concentrated in their programs  
18 until now they are highly specialized and Masters  
19 and PhD levels and they find now there are no jobs.  
20 Their whole identity was wrapped up in their  
21 specialty, whether it be history or the classics, or  
22 whatever it might be -- science. When that fact hit  
23 them, they had no roots. They had spent all of their  
24 lives and given up a lot of other pleasures and so on  
25 to do this. This created an upset for them. I  
26 don't think it is only the low average student who  
27 is affected by these cultural changes and economic  
28 changes. I think it is pretty well the total  
29 population. I think this is probably the reason  
30 Statistics Canada is now saying one in 6.5.







1 DR. PHILLIPS: I wonder if you would  
2 elaborate for us a statement on page 6 of your brief  
3 about a third of the way up:

4 "It goes without saying  
5 that with a few notable  
6 exceptions the present  
7 climate is charged with  
8 suspicion, mistrust and  
9 defensiveness."

10 MR. COUCHMAN: Yes. In the school  
11 boards we have social workers, psychologists, teachers,  
12 counsellors, each one trained in his own specialty  
13 and each one relating not only to his own colleagues  
14 in the board of education, but also relating to  
15 community agencies outside. If you look at the  
16 counselling program, training of counsellors, versus  
17 the training of social workers, you will find that  
18 the underlying principles of training are quite  
19 different and a great deal of mistrust develops  
20 between, say, a person who is trained as a psycholo-  
21 gist and a person who is trained as a guidance  
22 counsellor. A guidance counsellor is more likely to  
23 take a student in and say, "What is your problem  
24 right now? I am not worried about whether your mother  
25 beat you when you were four years of age or anything  
26 like that, but I am just interested in here and now."  
27 The psychologist will say, "You can't possibly  
28 evaluate a person's problem by looking just at that  
29 part. You have to go back to his early childhood, et  
30 cetera," and they use a more medical model.





1                   The problem is that the professionals  
2     within the school systems don't trust one another.  
3     There are school systems where the psychologist won't  
4     let the special education consultant into his files  
5     to check on reports. There are school systems that  
6     have all of these services divided up and there is no  
7     overall coordination between them. Some of the  
8     problems within the local school boards in this  
9     regard are very severe and I think as a result the  
10    quality of services has been affected and certainly  
11    the effectiveness of services has suffered. It is  
12    partly along professional lines, this mistrust and  
13    misunderstanding. It is very sad to see. Fortunately,  
14    it doesn't exist all over. There are school boards  
15    which have got around this problem.

16                   THE CHAIRMAN: Gentlemen, I think  
17    you have answered most of the questions arising out  
18    of your brief today. Thank you very much. I am  
19    sorry at the amount of time, that it was so short.  
20    You agree to send us a copy of the Troubled Child  
21    Committee Report as soon as possible?

22                   MR. COUCHMAN: Yes. It will not be a  
23    report of the Canadian Mental Health Association,  
24    but a report of the OEA Troubled Child Committee. It  
25    is through the OEA Troubled Child Committee that we  
26    were working on the report.

27                   THE CHAIRMAN: We would appreciate it  
28    very much. Thank you very much.

29                   MR. COUCHMAN: Thank you.

30    ---Luncheon Adjournment.











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1 ---On resuming at two o'clock p.m.

2

3 Organizations & Groups Brief #11  
4 SUBMISSION OF THE ONTARIO SECONDARY SCHOOL TEACHERS'

5

6 ASSOCIATION, DISTRICT 15

7

8 THE CHAIRMAN: Roger, we are pleased  
9 to have you and Mrs. Pengelley with us today. We  
10 have read your brief. What you might like to do now  
11 is, if you have anything to add to it, please do so,  
12 and then we will have some questions we would like  
13 to ask you.

14

15 MR. WILSON: Thank you very much, Mr.  
16 McEwan. I would like to emphasize our thanks to you,  
17 lady and gentlemen, for hearing us. I think I  
18 would like to talk maybe for three or four minutes  
19 by way of introduction and simply leave it open so  
20 I can clarify any parts of the brief.

21

22 There are many calls on public  
23 expenditure. Traditionally education has been the  
24 largest and it is always going to be a very large  
25 one. It is certainly evident to me that the government  
26 has decided that the priority accorded to it in the  
27 past, in terms of the total expenditure of tax money,  
28 was too high and that it is intending to reduce  
29 that proportion. This is evidenced by actions in  
30 universities, through the secondary schools, the  
elementary schools, all through. Different places  
have been attacked in different ways. It is my  
feeling the universities have been attacked in the  
sense that they are pricing out some students from





1 the universities.

2 In the secondary sector (of which I  
3 am really speaking) I think the idea is to allow  
4 expenditures per student to increase at a slower  
5 rate than the cost of living increases, thus, of  
6 course, reducing on two counts the share, the priority  
7 accorded to secondary education. I say on two counts  
8 because, not only does it reduce the buying power,  
9 but also it does not accord to secondary education  
10 the share of the extra wealth which yearly is being  
11 earned by the Province of Ontario. There on two  
12 counts, then, the proportion, the priority accorded  
13 to secondary education has been reduced.

14 Naturally, since we are concerned  
15 with secondary education, this worries us greatly.  
16 We are from the City of Toronto, as you know, and  
17 already we have seen pretty far-reaching cuts,  
18 programs not being instituted that were being  
19 instituted and, although to the outsider some of the  
20 things that have happened may seem slight, the effect  
21 on the morale of the teachers and on projected plans  
22 on which already a great deal of work has been spent,  
23 is really causing extreme concern.

24 We do, however, recognize that there  
25 are other priorities and it may well be that education  
26 deserves no more than its present priority. Therefore,  
27 we concede that some method of controlling spiralling  
28 upwards costs has to be instituted. We are unhappy  
29 with the mechanism of the ceilings because, although  
30 I suppose something had to be done and had to be done







1 quickly, that is a reasonable way of going about it.  
2 We do see shortcomings in terms of being sufficiently  
3 flexible and sensitive to the needs of particular  
4 problems and particular areas.

5 Reluctantly, then, we would have to  
6 accept, since anyway we have no choice, the ceilings  
7 as they are presently instituted, providing that one  
8 or two things go along with them. One of them would  
9 be that a very careful investigation is started to  
10 see if there is a better system, whether or not  
11 practically reducing to zero local initiative and  
12 autonomy really is the best way, or whether there is  
13 another way or whether there is a compromise which  
14 allows some local initiative with curbs. We would  
15 like to see as the measure of relative need the sort  
16 of ratios of expenditure which were extant before  
17 the ceilings were imposed. This is not to say that  
18 there was never any wasteful expenditure in the high-  
19 spending boards. I think it would be silly to claim  
20 that. Perhaps we have already seen some reduction  
21 of expenditure which would have been pretty  
22 difficult to justify on what you are actually getting  
23 from it. I don't think that the thought that was  
24 there was great, but certainly what was there has  
25 been trimmed and some lean besides.

26 I would like to see, rather than the  
27 weighting factors which have been used; the density  
28 factor, as I think most of us recognize was a bit of a  
29 catch-all factor. In my own mind I am quite convinced  
30 that a reasonable approach was taken towards the other





1 factors and then they said, "My goodness, if we had  
2 stopped there, some of the boards are going to have  
3 such a big cut in expenditure that we can't  
4 politically let that happen. We had better invent  
5 a new one and call it a density factor and fix the  
6 size of it so they don't get any less." If this  
7 was the approach, as I am led to believe it was,  
8 I would feel that it is an admission that there is a  
9 lack of objectivity about at least that factor. It  
10 is just a value judgment, then, if that is true, and  
11 I would think a better value judgment would be to  
12 say the trustees who are elected and who are apt not  
13 to be re-elected if they spend too much money have  
14 seen fit in certain areas to spend a lot more than  
15 the average because they saw a lot bigger need than  
16 average. Therefore, accepting that as a criterion,  
17 a criterion of what the need was, that should have  
18 been accepted and perhaps frozen until such time as  
19 a real investigation had taken place.

20 This, of course, is wishful thinking.  
21 We have a situation here on us right now. We have  
22 to accept it. In this brief we have made some  
23 suggestions as to where should we go from here. Some  
24 of these suggestions concern themselves with ways to  
25 modify the present system, to keep looking at the  
26 weighting factors, to allow some degree of local autonomy  
27 by bringing back a discretionary tool over and  
28 above the ceiling, but with certain strings attached  
29 to make sure it is not abused.

30 I think at this stage anything else I





1 would have to say would be in the nature of detail.  
2 The detail, I think, is in the brief and I would be  
3 happy to comment on it right now.  
4

5 THE CHAIRMAN: Roger, in your brief  
6 you mention that owing to wide differences in  
7 property tax certain school boards find it difficult  
8 to provide extra facilities (inaudible). I would  
9 like to know your definition of a "foundation," but,  
10 first of all, must there be equalization of provincial  
11 grants to overcome this difference in assessments  
12 so the amount per pupil is spread out across Ontario?

13 MR. WILSON: For a number of years  
14 now the provincial government has recognized a level  
15 which I call the foundation level, up to which the  
16 equalization grants certainly do equalize out the  
17 differences which accrue from different assessment  
18 per student. That is true. That foundation level  
19 was considerably below the level of expenditure which  
16 was being spent in quite a number of areas. The  
20 expenditure over the foundation level was not  
21 affected by the equalization level, so that if you  
22 are talking about the extra expenditure over and  
23 above the foundation, the inequalities of assessment  
24 per student still made it much easier for a high  
25 assessment board to provide a particular service for  
26 students as an extra than for a low assessment board.  
27 There was this inequality for extras over and above  
28 the foundation level.  
29

30 MR. ARSENAULT: If two boards operate  
at the same level with the ceiling, for instance,







1 which is ---

2 MR. WILSON: That is right. If they both  
3 operate at the ceiling as they have to right now,  
4 then it is taken care of by the equalization factor.

5 DR. PHILLIPS: If you go back to the  
6 last page of the brief, would you elaborate a bit or  
7 explain the formula there?

8 MR. WILSON: Yes, certainly. If I may  
9 sort of lead into it a little first, rather than a  
10 straight explanation. Traditionally some areas have  
11 been more interested in providing a better education  
12 than others. In those areas the trustees, presumably  
13 sensing the requirements and needs of the students  
14 and the parents, have spent extra money which they  
15 have found themselves. When the present provincial  
16 government instituted these ceilings, they were no  
17 longer allowed to do this. Now, our position here is  
18 that each board should have the ability to levy  
19 optionally, if it wants, up to two mills to provide  
20 extra services which it feels are necessary,  
21 particularly in the areas of innovative programs which  
22 have been the most severely hit under the present rules.  
23 I think most of us feel that we should put a period  
24 there and say they should be allowed to levy an extra  
25 two mills because it is their money and everybody is  
26 getting what the provincial government itself has  
27 accepted is a fair level of education. Nobody is being  
28 shortchanged. The criticisms I have heard say that  
29 that is not fair because, if board A wants to provide  
30 this extra program, they will have to levy a full two





1 mills to provide it for all their students, whereas  
2 board B may only have to levy half a mill to provide  
3 that same program for all its students. Therefore,  
4 the load on the taxpayers of the first board for the  
5 same extra service to the students would be a lot  
6 heavier than the load on the second board. Therefore,  
7 if this were judged to be an insuperable barrier by  
8 bringing in inequalities across the province, then  
9 and only then this formula would perhaps come into  
10 being. What it does essentially is work out the  
11 average assessment per student so that the average  
12 board levying its full two mills would raise so much  
13 per student. Let's use some figures by way of example.  
14 If the average board in the province levied its two  
15 mills and raised \$75 per student, there is your  
16 average. If a rich board levied two mills, it might  
17 well raise \$100 per student. A poor board might  
18 only raise \$40 per student, all on the same two mills.  
19 I am using raising two mills as being a level of  
20 effort on behalf of the local community to provide  
21 that extra service. Therefore, what I am saying  
22 is that if a rich board decided that a program is  
23 sufficiently worthwhile to levy its two mills, thus  
24 raising \$100 per student, that the \$25 over and above  
25 the provincial average should be paid into a central  
26 fund and, if the poor board decided that it wanted  
27 to levy its two mills, and thus only got \$40 per  
28 student, it could then apply to the central fund for  
29 another \$35 per student, so that they would have equal  
30







1 ability to pay for the extras, thus leaving in the  
2 area of local decisionmaking, local initiative, but  
3 providing equality of effort for equality of reward.

4 THE CHAIRMAN: Roger, you mentioned  
5 the term "spiralling upward costs." I gather you  
6 agree they were and that the province, based on  
7 public opinion, reflected really what the public was  
8 telling them.

9 MR. WILSON: Do I agree the costs were  
10 spiralling upwards? It is undeniable. Do I agree  
11 that the government sensed the opinion of the people?  
12 I have an open mind about that one. Do I believe  
13 that there was a reason for the spiralling upwards?  
14 I certainly do. Many more highly desirable services  
15 were being provided to a great many more students for  
16 a much longer time.

17 THE CHAIRMAN: You mentioned far-  
18 reaching consequences. Were these cuts in planned  
19 programs? You said that the innovative programs were  
20 some of the most severely hit. Were these ones that  
21 were planned, or in the mill, or presently in the  
22 system?

23 MR. WILSON: Both. Normally speaking,  
24 under the credit system it takes a while for a course  
25 to get off the ground. The first two or three years  
26 a course is being offered it is unfamiliar and the  
27 enrollment on the course very often is less than ---  
28 on economic grounds, really, to justify the course  
29 being continued. Frequently one might start a new  
30 course and say, "We will start the course with 12





1 students in the class." This sort of thing can no  
2 longer be tolerated. It is just uneconomic. The  
3 classes, in order to avoid the class sizes going up  
4 in the traditional areas which normally have had  
5 maybe 30 in a class, you have to decide there are  
6 going to be no more very small classes and, so,  
7 therefore, it is usually the innovative and the  
8 unusual programs --- perhaps Latin might be severely  
9 affected. Some other things where they don't get a  
10 great number of students, but it may be traditional  
11 and an established program, but of limited appeal.  
12 It may be a new program which has not built up yet.  
13 These are the things which principals and superinten-  
14 dents are likely to say, "We cannot afford to have  
15 a class with only ten or twelve or fourteen students  
16 in it." That is the one that has to go.

17 One of the programs that got killed,  
18 for example, in the City of Toronto, we had a driver-  
19 training program in Castle Frank which was a school  
20 for children with pretty special problems. The only  
21 sort of jobs they are likely to get when they leave  
22 school are ones where they have a very definite  
23 skill which might be in auto mechanics or it might be  
24 in driving a van or something like that. A lot of  
25 these students relied on having a driver's licence  
26 in order to get a job. The Toronto Board had  
27 recognized this and had provided the driver education  
28 program free in that school. In other schools, the  
29 collegiates and so on, it was not. They had to make  
30 the students pay. The cost, I think, is \$50 per



1 student for that driver education course and it was  
2 too much for a lot of those students. So, many of  
3 them suffered and their chances of employment, which  
4 at the moment are pretty small anyway, were  
5 consequently reduced.

6 What has happened now inevitably  
7 happens in the future too. Unless you can be absolutely  
8 certain you are going to get a full classroom for  
9 this new course, the new course is much less likely  
10 to be offered.

11 THE CHAIRMAN: When is that starting,  
12 next year?

13 MR. WILSON: September.

14 THE CHAIRMAN: It is quite an  
15 expansion.

16 MR. WILSON: It is anomolous, isn't it?  
17 For the extra students there they are allowed it  
18 because there are extra bodies there so they can get  
19 extra money from the province. The cost of providing  
20 those extra bodies their education probably is less  
21 than the extra money that is generated under the  
22 ceilings. In a sense, although it costs the taxpayer  
23 more, just the same as if you spent more on any other  
24 students, they might even make a little profit on it.

25 THE CHAIRMAN: Would you call this a  
26 change in priorities within the system? Maybe using  
27 money from some program going into another?

28 MR. WILSON: It could certainly be  
29 interpreted as a change in priorities.

30 THE CHAIRMAN: Priorities will change,





1 in any event.

2 MR. WILSON: It is undeniable that if  
3 you chop one end of the system and add something to  
4 the other, it reflects a change in priorities.  
5 Whether or not it is justified is another matter.

6 MRS. PENGELLEY: For the junior  
7 kindergartens was it economic action for the board to  
8 provide this or was it not economic? In the beginning  
9 of 1973 it will be economic for the boards to provide  
10 that service. In September to December it will be  
11 uneconomic, but in the long run it is going to be to  
12 the advantage of the board because of the extra money  
13 that will be generated into the general collection,  
14 all of which will not be required for the training  
15 in the junior kindergarten levels.

16 MR. WILSON: This is just a practical  
17 detail which follows from the nature of the present  
18 regulations. As you say, it could be the present  
19 regulations were designed to provide that detail so  
20 that people would take advantage and then we get a  
21 change of priorities.

22 MRS. FARR: Mr. Chairman, I would  
23 like to ask a couple of questions regarding the  
24 organization. What is your opinion regarding the  
25 need and the usefulness of metropolitan school boards  
26 and/or the regional office of the Department of  
27 Education?

28 MR. WILSON: My own opinion is that one  
29 or the other of them is certainly redundant.

30 MRS. FARR: Do you feel that the





1 metropolitan school board is a good thing, or could  
2 the same things have been accomplished with the  
3 boards in the various regions?

4 MR. WILSON: Some good things have  
5 happened and the good things that have happened ---  
6 there have been areas of Metropolitan Toronto that  
7 were shortchanged in certain respects and in the  
8 equalization program some bad things have happened  
9 because it is very difficult to judge different levels  
10 between Etobicoke and the central City of Toronto,  
11 let's say. There are other things that I think a  
12 fair judgment would be it is better that they are more  
13 equal than they were. Whether or not these things  
14 could have been accomplished by another and somewhat  
15 less expensive method, it is open to severe dispute.

16 I think there has to be some sort of  
17 coordinating body. My own feeling is that probably  
18 the metro school board is very much a lesser --- I was  
19 going to say "evil," but that would be a loaded word --  
20 it is a very much preferable thing to be kept than  
21 regions 7 and 8 of the department. I have been in a  
22 lot of schools in my job in the district federation and  
23 I have never yet found anybody who had admitted to  
24 receiving any help whatever from either region 7 ---  
25 region 7 is our region --- it may be that things have  
26 happened which I have not heard about. I couldn't  
27 possibly claim that nothing good had come from it.

28 MRS. FARR: I had the feeling that the  
29 profession was not aware of the usefulness of the  
30 regional offices, whether or not the director or







1 superintendent --- whether or not the metropolitan  
2 board receives assistance from the regional offices.  
3 I wonder.

4 MR. WILSON: I don't know, but remember  
5 the boards within Metropolitan Toronto generally have  
6 fairly large, well-equipped and smoothly-running  
7 departments of their own which have provided for a  
8 long time the same services that region 7 or 8 might  
179 be prepared to offer. I speak from an inexhaustible  
10 fund of ignorance here, but I feel that perhaps else-  
11 where in the province where the services were not so  
12 fully developed beforehand the regions may fulfill a  
13 purpose, but I don't think they do anything significant  
14 in Metropolitan Toronto as far as the secondary schools  
15 are concerned.

16 THE CHAIRMAN: I gather from what you  
17 said that the province is contributing approximately  
18 60% of the cost of education. Do you agree that the  
19 province should put some restrictions on the level of  
20 spending? Your other statement is that the present  
21 system of weighting should be an improved system  
22 and that the extra two mills, there should be some  
23 curbs on it. You said local initiative with curbs.  
24 I gather you think the province has a real reason  
25 to put some limits and some guidelines on spending.  
26 You are not really arguing with their right to do  
27 that?

28 MR. WILSON: I think what I have said  
29 is that, accepting the inevitable because it is on us,  
30 as an interim measure we would accept the present



1 system, provided that the interim is not indefinite.  
2 In other words, a real study is set up to see  
3 if there is a better alternative when the details are  
4 suggested. As an interim measure our suggestions are  
5 methods to improve the present regulations and thus  
6 the two mills suggestion and certain other suggestions  
7 would be methods of stopping certain --- stopping  
8 the demolition, the severe effects occurring to  
9 certain areas during the length of the interim method  
10 until you have found something which is better.

11 THE CHAIRMAN: This extra two mills,  
12 Roger, should it only be raised if it is approved by  
13 a vote of the people? Do you think it would be  
14 approved at the present time?

15 MR. WILSON: It would depend on the  
16 nature of the suggestion. Generally I would have to  
17 look at the experience in British Columbia and south  
18 of the border and say probably it would not. I don't  
19 really think that this is a good argument one way or  
20 the other.

21 THE CHAIRMAN: I am just wondering  
22 how you could handle the people in Ontario now.  
23 Wouldn't Metropolitan Toronto --- would the people of  
24 Metropolitan Toronto approve an additional two mills?

25 MR. WILSON: I don't think a  
26 hypothetical question without the nature of the program  
27 attached being attached to it would be a fair answer.  
28 I might say, if you look at the department or the  
29 Minister's own survey, that most people do not think  
30 that too much is being spend on education. Most





1 people think --- if you read the results of it, they  
2 seem to be pretty satisfied with what they are getting,  
3 but they are certainly not cribbing that this program  
4 is totally wasteful. Some are and some say it should  
5 be disbanded. Much the same results as they say on  
6 teachers' salaries.

7 THE CHAIRMAN: Zeroing in on that,  
8 are you concerned that the ceilings will limit  
9 increases in your salaries?

10 MR. WILSON: Oh, I think I am not only  
11 concerned that they will limit programs for students,  
12 the number of jobs for janitors and all the other ill  
13 effects that are bound to accrue in some areas, but,  
14 of course, I am worried about teachers' salaries.  
15 True local negotiations will be impossible next year  
16 in boards which are educating a quarter or one third  
17 of the students in the province. There is going to be  
18 the grey ghost sitting on the trustee's shoulder  
19 telling him exactly what he can do and what he can't.

20 THE CHAIRMAN: I never heard the term  
21 "grey goose" before.

22 MR. WILSON: I said "grey ghost."  
23 I might point out, in adding to that, that we don't  
24 in Metro know yet, because we haven't had -- how much  
25 short we are going to be next year, but we do know  
26 the buying power per student in Metropolitan Toronto,  
27 unless something gets changed, is actually going to be  
28 reduced, the buying power per student, the amount of  
29 goods and services you can buy for each student. Now,  
30 this is in marked contrast to the increasing costs and





1 the increasing affluence of the province itself. We  
2 have some bad things happen in the province from  
3 time to time, but you just have to look at the gross  
4 provincial product, even on a per capita basis, if  
5 you want to even out for increasing population. and  
6 Ontario really is doing very nicely, thank you.

7 DR. PHILLIPS: In your brief on page  
8 7 you say:

9 "...we urge once again  
10 that all educators be  
11 involved in setting our  
12 targets."

13 By "all educators," do you mean classroom teachers or  
14 what do you mean? That is about the middle of page 7:

15 "It is for these reasons  
16 we urge that all educators  
17 be involved in setting our  
18 targets."

19 MR. WILSON: You will see that in  
20 Appendix 1, which is two pages after page 7, we have  
21 suggested a committee which I think gives a fair  
22 representation of just about everybody who is  
23 professionally involved and some who are not  
24 professionally involved in education. We would feel  
25 that a relatively expert, allied with some other  
26 opinion from outside, this sort of body could best  
27 assess the needs and, to some extent, the priorities  
28 of education. For example, I would give as an instance  
29 I don't know whether you know, but in England there is  
30 a body set up by the government that is completely





1 independent of the government which listens to pleas  
2 for more money from the universities and decides  
3 whether or not these pleas are justified. If this  
4 committee says yes, the government has to pay up.  
5 I would feel that a committee such as this would  
6 never be given the same sort of authority, but I  
7 think it would have some sort of moral force and  
8 would provide the sort of leadership which would be  
9 very difficult to obtain purely from employees of the  
10 Ministry of Education with the money people breathing  
11 down their necks.

12 THE CHAIRMAN: Roger, I know you have  
13 done a little research. What have salaries been  
14 increasing at over the last five or six years  
15 generally?

16 MR. WILSON: Generally? I don't know.

17 THE CHAIRMAN: The reason I ask you  
18 is your immediate past president stated on television  
19 approximately 15%. This was Mr. Forrester. I  
20 wondered if you had any figures.

21 MRS. PENGELLEY: I think he must have  
22 been referring to wage settlements. That wouldn't  
23 be an average annual increase in wages.

24 MR. WILSON: When was this?

25 THE CHAIRMAN: About the time of the  
26 public meeting at Convocation Hall at the University of  
27 Toronto.

28 MR. WILSON: If he said it, I am pretty  
29 certain he had some justification for saying it  
30 because he always does. I frankly don't know and,







1 therefore, I would prefer not to comment. However,  
2 if we are talking percentage increases, any group of  
3 workers, professional or otherwise, are never going to  
4 be completely satisfied with any settlement they get  
5 and, if you are looking at me, of course, you are  
6 looking at someone who is biased.

7 THE CHAIRMAN: We across the table  
8 are biased in our own way.

9 MR. WILSON: If you accept we are  
10 biased and try to put one's bias on one side, I would  
11 think for any group, unless a strong case can be made  
12 on a fairly neutral basis, either they were overpaid  
13 to start with, or they were desperately underpaid to  
14 start with, the sort of increase you should be  
15 expecting for them should be something which would  
16 more or less keep pace with the per capita provincial  
17 product or maybe the national product. This would  
18 take into account cost of living and increases in  
19 wealth. In other words, it would keep that group  
20 parallel, in the same sort of position as the rest of  
21 society. I seem to remember a couple of days ago  
22 reading in the newspaper that the latest figures from  
23 Statistics Canada gave the increase in the gross  
24 national product for Canada as being 10%, of which 4%  
25 was inflation and 6% was real. If you divide that by  
26 the percentage increase in population, you might get  
27 down to  $9\frac{1}{2}\%$  or something. It seems reasonable to  
28 expect that employee groups, along with everybody  
29 else, should get pretty close to  $9\frac{1}{2}\%$ . I realize that  
30 it is not as simple as that. I realize there may be





1 other arguments which change things, but ---

2 THE CHAIRMAN: Salaries have not been  
3 increasing  $9\frac{1}{2}\%$  historically.

4 MR. WILSON: Do you accept the  
5 per capita provincial product as a measure of wealth?

6 THE CHAIRMAN: As a measure of  
7 productivity in the province, yes.

8 MR. WILSON: Which, of course, is a  
9 measure of wealth. If the levels of wages and salaries  
10 have not been increasing at that rate, what has  
11 happened to the rest?

12 THE CHAIRMAN: We have an economist  
13 and he could handle that a lot better than I could.

14 DR. PHILLIPS: I think one thing you  
15 seem to have overlooked in this conversation is that  
16 things are constantly taking place and I must confess  
17 to having a fear myself that education may not be as  
18 capable of adapting to the changing situation within  
19 the province as it could be, but this is not something  
20 I intended to bring up in this particular session.  
21 Nevertheless, I think you can assume automatically  
22 that the status of any profession, including teachers  
23 as well as any other group involved, must, for any  
24 reason, be kept at a given level.

25 MR. WILSON: May I infer from what you  
26 said that what you say about the education business  
27 and teachers, of course, not being able to accommodate  
28 these ---

29 DR. PHILLIPS: Education generally.  
30 I am not suggesting anything. I am professing a





1 certain fear myself that this may be a problem, that  
2 education is not as flexible as it would ideally be  
3 or should ideally be.

4 MR. WILSON: I would think the sort of  
5 accommodation you were meaning is accepting a lesser  
6 priority.

7 DR. PHILLIPS: This is certainly one  
8 thing that has to be dealt with, but at the same time  
9 the lowering of the number of students in the system ---

10 MR. WILSON: I have to agree with you  
11 there. This is something that is brought out in the  
12 brief, that up until 1978 or so <sup>in</sup> the secondary sector,  
13 the number of students is going to continue to rise  
14 very slightly or be much the same. After that, it  
15 is going to decrease, as has already happened in the  
16 elementary sector. Even if you were to increase the  
17 per capita expenditure per student according to some  
18 sort of formula which could keep in line with  
19 increases in costs and wealth of the province, you  
20 would in fact still not have the bogeyman that was  
21 brought up at the Conservative convention way back  
22 that by 1983 we are going to be 83% of the tax dollar  
18 23 because the number of students is dropping. Even if  
24 you increased the per student expenditure at a  
25 reasonable rate, the overall level of expenditure as  
26 a proportion of the tax dollar is not going to  
27 increase that much. In fact, it is probably going to  
28 reduce for the very reasons you said.

29 I must admit I would think there will  
30 be a certain inflexibility in the education business







1 concerned with reduction of the priority of the  
2 national cake. I have a certain feeling in that  
3 direction myself.

4 THE CHAIRMAN: Ecology seems to be the  
5 new motherhood. I think priorities are changing.  
6 Are there any other things now you want to put before  
7 us, Roger?

8 MR. WILSON: Three or four pages before  
9 the end, the summary of recommendations, I would just  
10 bring that to your attention. I point out the number  
11 four should at least be met three-quarters of the way  
12 and number three, there has been a start in Toronto  
13 with some of the local --- for example, the meals for  
14 needy students has been largely taken over by some of  
15 the welfare services within the city. I would just  
16 like to point those out to you and say we do feel  
17 pretty strongly.

18 Thank you once more for listening so  
19 quietly to my forthright opinions.

20 THE CHAIRMAN: Thank you very much for  
21 your coming here today. We appreciate your submitting  
22 the brief and taking the time to come before us today.

23 MR. WILSON: Thank you.  
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27  
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Toronto, Ontario

Organizations & Groups Brief #26  
SUBMISSION OF THE WOMEN TEACHERS' ASSOCIATIONS OF  
ONTARIO

THE CHAIRMAN: We are delighted to have you ladies with us. We have seen enough men for one day. We have read your brief. Would you introduce the ladies with you and, if you have anything to add to the brief, we would be pleased to hear it and then we have a few questions. We are delighted to hear Miss Evans today.

MISS WARD: Members of the Committee, for those of you who don't know me I am Isabel Ward, the President, provincial president of the Federation of Women Teachers' Associations of Ontario. On my right is Miss Marion Evans, the immediate past president, and on my left is Miss Martin, our executive secretary, and Miss Dyson at the end, one of our executive assistants, who will also assist us today.

You know that we are one of the larger affiliates of the Ontario Teachers' Federation and we have as one of our aims the promotion and protection of the women public school elementary teachers. We to have also among our aims/further the cause of education, furthering professional growth of our teachers and perhaps the reason for our being here today, an attempt to influence public attitudes concerning the professional aims and activities of women teachers. Because of that, we felt that we should present a brief to you on the costs of education.





1 I have asked Miss Evans, who was the  
2 chairman of the ad hoc committee in charge of this to  
3 make the presentation and to answer your questions.  
4 Miss Dyson assisted her on the research and will  
5 assist in answering your questions, if that is satis-  
6 factory to you.

7 THE CHAIRMAN: That is fine. After this  
8 is all over, I will probably have to give a couple of  
9 speeches and I am considering asking Miss Evans if  
10 she will do it for me. I think she could probably  
11 do a much better job! (Laughter)

12 MISS EVANS: It depends on what kind  
13 of speech you are making!

14 MISS WARD: She is good at propaganda.

15 MISS EVANS: On that happy note I  
16 will start on this particular -- not a speech. Just  
17 a few comments we had to make in explanation or  
18 supplementary to our brief and we did have a few.  
19 We have tried to introduce on the printed page the  
20 membership of this organization. Our members see  
21 education as a very human kind of process. It is not  
22 actuarial at all. We don't see education in terms  
23 of material. We don't see education in terms of  
24 amounts of production by the gross or the gross  
25 rational product particularly, but the human resources  
26 and the services and the interaction. Our recurring  
27 themes you have probably spotted, the individual, the  
28 process of individual learning and the creation of an  
29 environment for learning. Therefore, we have had to  
30 deal in some measure with pupil-teacher ratio,





1 pressures, tensions, but always behind it all the  
2 quality of education. We teach very young pupils.  
3 Not too many of our teacher members are in contact  
4 with pupils in their middle or late teens. Our  
5 pupils are not organized, they are not political and  
6 in many cases they are not very vocal. When you  
7 come right down to it, they have no better immediate  
8 spokesman for what is happening to them day by day,  
9 200 days a year, than their teachers. Not all of  
10 their parents belong to or are active in a home and  
11 school association, nor do all parents vote for the  
12 trustees in school board elections. Every child has  
13 a teacher and the odds are one out of three that that  
14 teacher is a member of this particular group.

15 We want to put our professional aims  
16 and ambitions before financial aspects. The first  
17 motion passed from 54 years ago that founded this  
18 organization struck that order and it has always been  
19 the same. Generally we mind our own business. We  
20 teach, we arrange as best we can for the best learning  
21 environment for quality education, but we have found,  
22 as our colleagues who were just speaking, and as many  
23 other groups, schools cannot be spared from political  
24 pressures, those political pressures which bombard us  
25 almost every day and in every way.

26 Our contention is that on the whole  
27 the measures taken in regard to educational financing  
28 have increased those pressures on all of those within  
29 the school system. Those measures, these measures  
30 (since they are still current) have been taken with







1 due regard to a time and a situation which has not  
2 been extant in this province for quite a number of  
3 years. Those measures have in no way enhanced the  
4 quality of education being offered anywhere in this  
5 province.

6 The most encouraging statement you can  
7 hear from trustees or administrators is that we have  
8 met the guidelines and we are not bleeding too much.  
9 No one that I have heard of has said, "Our educational  
10 system has improved as a result of these guidelines."  
11 They are not guidelines as they were originally  
12 termed. They are ceilings, they are restrictions  
13 and limitations, almost inflexible, at least until  
14 the April amendments to the pattern. They are  
15 centralized beyond any doubt.

16 You are interested in the attainment  
17 of educational goals. We, too, share this interest.  
18 How we achieve these goals are matters of decisions.  
19 In large measure the goals as stated remain as they  
20 were in 1944 with the production of a grade course  
21 of study for kindergarten to grade 6. Throughout  
22 the years there have been indications of new processes,  
23 living and learning, the Celtic Report, the Ministry's  
24 position papers in New Dimensions. We have had no  
25 definitive statement as to the goals or how to achieve  
26 the goals, but certainly on opening of approach towards  
27 the attainment of those goals.

28 In preparation for this particular  
29 paper, in thinking about some of the alternatives, it  
30 seemed to me it came down to a fairly limited choice of





1 three. The Ministry of Education and the Treasury  
2 Board have made basic decisions about the financing  
3 of public education in the province. On the range last  
4 year of 9% increase and this year 9% and 4% next year.  
5 These two bodies, the Ministry and the Treasury Board,  
6 largely determine the future of public education by  
7 outlining a path of increasing central authority.

8 Any public clamour and future  
9 direction and reaction to the quality of education  
10 in any local school jurisdiction would then probably  
11 logically be borne by the department and in fact the  
12 whole political structure.

13 Carried to the extreme, local school  
14 boards would become meaningless in the determination  
15 of policy and effective decision making affecting  
16 its philosophy and/implementation. The first choice  
17 would seem to me to be in the hands of the Ministry.  
18 To complete the centralization of financing by the  
19 elimination of the local school authority or to find  
20 some other alternative. I am assuming that no govern-  
21 ment would dare, even with a healthy majority in the  
22 House, to wipe out a local tradition of such long  
23 standing as the school board. Therefore, the Ministry  
24 has a second choice. With trustee groups and teacher  
25 groups and concerned parents speaking about the quality  
26 of education, particularly -- not the financing, the  
27 quality --- and the effect of humanity on education,  
28 the effects of larger class groupings, of curtailments  
29 in situations such as special learning areas, the  
30 shrinkage in the use of specialist talents at the







1 elementary level and guidance in subsidiary fields  
2 or even general consultants, the reduction in the  
3 availability of learning materials in this time of  
4 increasing resources, both print and non-print, the  
5 Ministry must either increase their grants those  
6 grants as currently constructed or allow a greater  
7 measure of local financing.

8                   On the assumption, therefore, that  
9 the Ministry intends only to finance, as it has stated,  
10 a certain measure of public education at something  
11 above the 60% level in the near future, the choice,  
12 then, becomes one of detail: how to permit local  
13 financing with some measure of discretion. It is  
14 this, then, that we have incorporated in a number of  
15 our recommendations, some possible means of providing  
16 more funds for elementary education in the public  
17 school system.

18                   We have mentioned a discretionary  
19 local levy, greater autonomy to the local school for  
20 use of funds through financing of education by the  
21 assumption of certain of those expenses which normally  
22 would belong within the scope of other public  
23 departments, Public Health, for instance. Encouragement  
24 of subsidies by industries in programs which are  
25 largely vocationally oriented and federal subsidies  
26 without conditions towards those --- the education of  
27 those whose presence in the schools is largely a matter  
28 of federal initiative.

29                   We could go on, if we had dealt with  
30





1 it perhaps on a more philosophical basis, to question  
2 the very basis of financing, largely on a per pupil  
3 basis, especially in the light of the projections  
4 which indicate we are already in a period of  
5 decreasing elementary school enrollment. This will  
6 decrease probably until 1978 or thereabouts.

7 Both the department and OISE figures  
19 8 seem to coincide largely on this point. The fixed costs  
9 of education within certain school systems have been  
10 recognized in partial measure. Within the grant system  
11 as it is presently constructed we have the economies  
12 of scale for small school boards, 3,000 pupils or  
13 fewer on an average daily enrollment. We have seen  
14 some recognition of certain fixed costs by the transfer  
15 of costs pertaining to the community use of schools  
16 out of the current budget into the extraordinary.

17 Transportation, too, has been recognized  
18 as one of those costs over which a school board has  
19 very little control. When they range all the way from  
20 \$7.21 per pupil in the City of Toronto for an  
21 elementary pupil all the way up to \$297 for a secondary  
22 pupil in the East Parry Sound High School District,  
23 transportation, quite logically, has been treated  
24 somewhat differently.

25 We maintain that there are other  
26 areas where this sensitizing must go on, sensitizing  
27 of the grant and expenditure factors presently  
28 included in Ontario's financing scheme.

29 Qualifications of teachers, for  
30 instance, is something which changes markedly in





1 September and yet the school grants are based on the  
2 beginning of the year. Experimental programs have  
3 been recognized to some extent, but certainly not  
4 enough. We have recommended also the funding of  
5 services normally carried out within a school but  
6 actually part of a wider social program and our  
7 colleagues have just mentioned a number of the more  
8 immediate changes concerning meals for needy students.  
9 There is a whole range of social work that is carried  
10 on within the school. Health services, psychiatric  
11 services, attendance, recreational services have  
12 now been recognized largely in the community use of  
13 schools and the introduction of these large numbers  
14 of children into school systems when the language  
15 of instruction is not their own. We made some  
16 recommendations, probably not as many as we should  
17 have, but at least some and in line with our beliefs  
18 that diversity in education must exist, that too large  
19 a measure of central control of money rigidifies the  
20 whole system to an all province wide norm. That  
21 province wide norm could be almost stagnancy. It  
22 seems unfair that the areas that have financed a  
23 wide measure of services in the past, largely at  
24 local expense in the earlier days, are now being  
25 penalized and must mark time or must actually cut back,  
26 while the more recently-created county boards, for  
27 instance, attempt to provide the same services.  
28 There is no question that education at the elementary  
29 level is being hurt and hurt badly throughout the  
30 province.







1                   The view that is being applied to  
2 education as it has been in the last few years,  
3 accountability or the industrial model in particular,  
4 that education is one huge plant with an input to  
5 the plant, some kind of magical process and you have  
6 an output. It is an impersonality in what is basically  
7 the human process. Teachers, in the public view, in  
8 the recent survey of the quality of education in  
9 Ontario are being paid at approximately the right  
10 level. This is the public opinion. The gains in  
11 industry in the past year alone have been on the  
12 order of 9%. At the municipal level of public  
13 employees, closer to 8%. The most recent agreements  
14 for teachers, elementary teachers are at the most at  
15 the 7% level, but with 2% in actual gain. The  
16 Treasury Board stated its projections, 9%, 9%, 4%.

17               We are wondering whether the school  
18 personnel, teachers, caretakers, secretaries, the  
19 whole range should subsidize this service occupation.  
20 There is no guarantee of the outside factors when  
21 you put it down to a 4% increase for next year.

22               Larger classes are inevitable. The  
23 projections indicate in elementary ranks alone over  
24 the next seven years, at the very least, a reduction  
25 of five and a half thousand teachers. Already in  
26 one year alone, this past year, the membership in  
27 our own provincial organization has been reduced  
28 something like 1700. This was the first year of  
29 those so-called guidelines when the full impact has  
30





1 not been felt.

2 Staff reductions in all parts of the  
3 province have varied. Projections are anywhere up  
4 to and including 10%. Curtailment of special  
5 programs, consultants in Hastings County are in the  
6 classroom; their expertise is now lost to the wider  
7 system. It must do wonders for the children in their  
8 classes, but they were at one time in communication  
9 with many more children than just one class. The  
10 27 consultants in the City of Toronto last year who  
11 were returned to a classroom, their expertise is now  
12 lost to the wider system. Fifty per cent cut in  
13 library budget in the City of Toronto last year alone,  
14 and the reductions this year within Metropolitan  
15 Toronto are matching that.

16 Programming is being seriously  
17 affected. English as a second language is being  
18 curtailed. Those teachers who undertake this program  
19 are now being spread thinner and thinner. They are  
20 not in two schools anymore; they are in three and  
21 possibly four.

22 Music, vocal music and instrumental  
23 music are both being curtailed in one county after  
24 another. The use of facilities beyond the school  
25 itself, education outside of the school walls is  
26 becoming increasingly difficult to get youngsters to  
27 those places, especially if they are small youngsters,  
28 bussing them, hire a bus and it shoots the budget for  
29 the entire year.

30 Supply teachers --- one reason I am  
here this afternoon is not because there is a supply







1 teacher in my room, but because three of my colleagues  
2 are covering classes this afternoon. Last week the  
3 average temperature in my classroom was 85 degrees.  
4 I am going to go back tomorrow and find three very  
5 disgruntled colleagues who know why I am here and yet  
6 their own planning and marking time has been curtailed  
7 severely this one day alone.

8 We keep track of the number of days  
9 when supply teachers are not available to us. It is  
10 quite fantastic. There is a supply teacher allotment  
11 in every school board budget. In Metropolitan  
12 Toronto I know that they have calculated this on the  
13 basis of possibly a 3% absentee rate. Industry  
14 calculates on an 8% rate. When that supply teacher  
15 money is gone, what happens to the elementary  
16 children who are either broken up or dispersed for a  
17 day or two or a week with no teacher available to  
18 teach them?

19 One of the small problems which  
20 constructing the school board budget this year has  
21 brought upon us: they have attempted, of course, to  
22 do a number of things with supply teachers to cut  
23 their daily rates. That means my teachers are  
24 subsidizing the elementary school system or given  
25 less work.

26 This current system of educational  
27 financing is having a tremendously adverse effect on  
28 the quality of education. Trustees have spent  
29 virtually months of meetings this past fall and winter  
30 alone, since November of 1971, adjusting their





1 projections of needs to the Ministry's formula, all  
2 to meet this monetary standard. No longer can you go  
3 to a school board meeting and hear philosophy being  
4 discussed: "what type of schools do we want? What  
5 kind of system would we like to introduce? How can  
6 we meet these figures with as little damage as  
7 possible? Where can we cut back with the least harm?  
8 Which people shall we try not to replace this year,  
9 hoping that perhaps in two years the situation and  
10 the system will be recalculated?" It has been  
11 almost impossible this year to be any part of any  
12 educational discussion without the talk coming around  
13 in thirty seconds to the amount of money available.

14 These things we try to point out.

15 We know the province is encouraging change directly  
16 and indirectly, upgrading teacher training, expansion  
17 of services to more and more, expansion of services  
18 to children at a younger and younger age. There is an  
19 extension of the junior kindergarten, public schooling  
20 for trainable retarded children, but this encouragement  
21 of change has not been matched by the resources that  
22 are necessary to finance this. All the special  
23 services are necessary. Youngsters seem to have more  
24 and more special needs. We believe very strongly  
25 that the identification of those special needs at the  
26 earliest possible age is the salvation of not only  
27 the elementary system, but the salvation of the  
28 secondary and post-secondary.

29 The Ministry's own regional offices  
30 have been active, suggesting, proposing new courses of





1 study with deadline dates for the implementation of  
2 these courses of study. Geography is the one that is  
3 coming up first in my field. Materials that are  
4 going to be needed to provide these kind of resources  
5 for restructuring of some basic subjects. For six  
6 months I have been trying to find out how much money  
7 we will have available within one school alone to start  
8 building up this kind of resource material to make it  
9 available.

10 We have called for an equalization of  
11 grants, elementary and secondary. This special  
12 identification of youngsters with special needs at  
13 the earliest age, the resources to teach them so that  
14 they will make the fullest use of their potential  
15 certainly can do nothing but lessen the dropout rate  
16 at the secondary level which, after a few years of  
17 diminishment, is apparently now increasing in  
18 several large urban areas where they are already  
19 feeling this kind of pinch. Maybe the decline in  
20 school enrollment is coming faster than they thought.

21 The key words, I think, in our  
22 presentation come towards the very end, before the  
23 summary of the recommendations. We have quoted  
24 Living and Learning. A lot of people have.

25 "Once he possesses the  
26 means to truth, all else  
27 is within his grasp."

28 I guess the key words are "the means." We can  
29 provide certain of the means and the trustees can  
30 provide means within their limits.







1                   Since this is a provincial Committee,  
2 we are encouraging you to look at all possible ways  
3 by which you can provide the means which we in the  
4 elementary schools are finding most difficult to  
5 save.

6                   So, Mr. Chairman, I have wound down  
7 that particular speech and, as you say, you have a  
8 number of things you would like to query us on.  
9 We would be more than happy to attempt them, anyway.

10                  THE CHAIRMAN: You have wound down  
11 and you have got us wound up! You mentioned the  
12 possibility of lower professional teaching standards.  
13 We have heard paragraph 1 on page 1:

14                   "Any static condition in  
15 salaries will decrease  
16 the attractiveness of  
17 teaching and lower the  
18 professional teaching  
19 standards."

20 20               I can see in one connotation (inaudible). Is this  
21 a serious consideration in your mind?

22                  MISS EVANS: The upgrading of  
23 qualifications is long overdue. Teachers are  
24 scholars as well as teachers. The point we are  
25 trying to make here is that any kind of downplay of  
26 the profession through a reinstitution of the hired-  
27 hand philosophy or paying qualified professional  
28 people less than they are worth or less than some  
29 kind of mythical going rate just negates what the  
30 Ministry is trying to do on the one hand. I hate to





1 keep mentioning Metropolitan Toronto, but it is the  
2 one area I know a little better. Do you know that  
3 we have (I think it was calculated just last year)  
4 about 10% of the teachers in one borough alone who  
5 will be eligible for subsidized housing. These  
6 people you are entrusting the young of this province  
7 to, they have and are moving in this direction of  
8 upgrading and yet it is not keeping pace. You can  
9 give all honour and prestige, but at some point it  
10 must be accompanied by some of the affluence which  
11 affects municipal employees, public employees,  
12 industry in general.

13 MISS WARD: I feel that perhaps  
14 Marion has touched on the question that although  
15 they may have to get a degree, it would be people  
16 of lesser calibre, not top people being taught in  
17 the degree courses who would then be in the teaching  
18 profession. It would be those who can't get a job  
19 elsewhere who would come in as a last resort because  
20 the teaching profession is not offering teachers  
21 salaries comparable to what you can get in other  
22 fields.

23 THE CHAIRMAN: Assuming they remain  
24 static?

25 MISS WARD: Yes.

26 MISS EVANS: What we are also saying  
27 in an indirect way is that with these kind of  
28 limitations on increases the province is trying to  
29 and has effectively curtailed the rate of expansion,  
30 but the other factors are not guaranteed. The







1 Treasury Board can't guarantee that textbook  
2 publication or non-print material is going to remain  
3 static also. With more and more contracts coming  
4 up for renegotiation, public employees, secretarial  
5 staff, the cost of refurbishing the schools, there  
6 is no guarantee that those will remain static and I  
7 don't think it is logical to assume there can be any  
8 guarantee that the rate of need of the elementary  
9 schools is going to remain so closely confined as  
10 the grant and expenditure factors seem to indicate.

11 THE CHAIRMAN: You mentioned you  
12 would like to see the grants go to elementary schools  
13 rather than secondary schools.

14 MISS WARD: The children, are they not  
15 worth it?

16 THE CHAIRMAN: Taking it down to  
17 children, they are all invaluable.

18 MISS WARD: Why does it cost so much  
19 more for a child to be educated after grade 8 and  
20 grade 9 and he may be only two months older, but  
21 suddenly they double the amount of the grant. It  
22 also makes very discontented people among the  
23 elementary teaching profession when you find a  
24 principal in a large elementary school receiving less  
25 salary than the vice-principal of a secondary school  
26 that is smaller in the same area. You could be very  
27 disgruntled because you, as a principal, would have  
28 the whole responsibility of that school, programming  
29 and teachers and everything, and the vice-principal  
30 is subservient to the principal and yet he receives





1 more qualifications.

2 THE CHAIRMAN: It is better than it  
3 was.

4 MISS WARD: Not completely. Not where  
5 positions of responsibility are involved. I am  
6 talking from experience. I am not talking ---

7 THE CHAIRMAN: At the classroom  
8 level ---

9 MISS DYSON: The answer is not  
10 conclusive.

11 THE CHAIRMAN: I can remember when I  
12 was a trustee that they did get less in elementary  
13 schools.

14 MISS DYSON: I think the basic concept  
15 of the parallel salary scale has been adopted, but  
16 we have a number of jurisdictions in the province  
17 where they don't recognize qualifications above our  
18 category 5, which would be the equivalent of secondary  
19 group 2, and we have people being paid at the top  
20 elementary level who in fact are qualified to be in  
21 category 7.

22 THE CHAIRMAN: (Inaudible)

23 MISS DYSON: No question of it.

24 THE CHAIRMAN: Historically we have  
25 always paid less attention or spent less on  
26 elementary students. I don't know why it is, but  
27 it is an old historical problem.

28 MISS WARD: Your basic teaching is  
29 done with the first three or four years of school.  
30 If you don't teach a child to read and figure, readin'





1 writin' and 'rithmetic, if they do not learn these  
2 concepts properly, they are going to be a failure  
3 all the way through school. You have got to have  
4 your best teachers at that level.

5 MISS DYSON: Because it is historical,  
6 that doesn't necessarily mean it is right. It is a  
7 fact of life that we have had to live with.

8 MISS EVANS: We have had to live with  
9 it.

10 MISS WARD: Because of differences in  
11 grants the high schools can have much more supportive  
12 assistants than elementary, so that your elementary  
13 woman teacher and your man teacher, too, but your  
14 elementary teacher becomes a clerk, a custodian,  
15 babysitter. The secondary schools don't have that.  
16 They take three and four times the number of  
17 secretarial staff. I believe you have some figures  
18 on that. How many secretaries do you get per  
19 elementary school and how many per secondary school?  
20 The people in a secondary school can turn everything  
21 over to be done and the elementary teachers do all  
22 of the work themselves. They go out on their lunch  
23 hour and do it. Secondary schools do very, very  
24 little.

25 MR. TROWELL: Marion, you mentioned  
26 upgrading qualifications being long overdue.  
27 Assuming for a minute the financial compensation  
28 went along with the upgrading, what do you visualize  
29 the upgrading actually being? How do you set that?  
30 How do you set it?







1 MISS EVANS: I am sorry. You have  
2 got me.

3 MR. TROWELL: Let me try again. You  
4 said upgrading qualifications for teachers ---

5 MISS EVANS: In connection with the  
6 Ministry, teacher training.

7 MR. TROWELL: ...is long overdue.  
8 Assuming for a minute that you were able to upgrade  
9 everybody, to what would you upgrade them? What  
10 are the things you say would upgrade teacher training?

11 MISS EVANS: You have two avenues  
12 that both need attention and I guess always have.  
13 The basic academic requirements, someone in education  
14 has got to be a scholar first and foremost, so you  
15 have the immediate attention which apparently the  
16 Ministry has certainly in the last two years gone  
17 into, to nothing less than a BA or comparable degree.  
18 I think that is long overdue. You have also got  
19 the upgrading of teaching itself, the teacher  
20 education faculties, more and more practice teaching,  
21 maybe a longer program of that. That has always  
22 been, I think, the common complaint of those coming  
23 out of normal schools and teachers' colleges and  
24 even faculties of education perhaps: they don't get  
25 enough real exposure to youngsters. At least the  
26 Ministry is now moving on the academic. That is  
27 long overdue. With the implementation of a tuition  
28 fee for teacher education institutions, maybe they  
29 are going to revamp the entire process of teacher  
30 education. That, too, probably is long overdue.





1  
2 THE CHAIRMAN: Do you girls strongly  
3 support the McLeod Report?

4 MISS EVANS: No question about it.

5 MISS WARD: Yes.

6 THE CHAIRMAN: Approximately ten  
7 weeks of practice teaching, do you say this is too  
8 little or too much?

9 MISS WARD: That is too little. If  
10 you go by the basic fact that everybody has to have  
11 a degree, then there would be not as much need for  
12 courses in psychology and some of the other subject  
13 areas that are taught at teachers' colleges. The  
14 time to go to them is before practice teaching. I  
15 think half the year should be given up to practice  
16 teaching.

17 THE CHAIRMAN: Do you think it is  
18 possible in the time that they have for professional  
19 training as a student to prepare them to teach either  
20 at the elementary or secondary level?

21 MISS MARTIN: Yes.

22 THE CHAIRMAN: But you say ten weeks  
23 is not enough practice teaching.

24 MISS MARTIN: That is why we asked  
25 for a longer period of preparation.

26 THE CHAIRMAN: Let's assume the time  
27 is the same as the present amount of practice teaching.  
28 Is it possible to train teachers to be good at both  
29 levels?

30 MISS WARD: No. When a teacher comes







1 into your school and the principal and whatever  
2 supportive staff the principal has works with that  
3 teacher and the other teachers work with that  
4 teacher helping her. Quite frequently teachers come  
5 into schools where they do practice teaching, not  
6 always, but quite frequently. Some of them are  
7 quite good as a practice teacher. You will pick  
8 her up if you can and then from there on she has  
9 learned a little bit about your school and you ask  
10 certain teachers at the same level to assist and help  
11 her. You and the supportive staff, the school  
12 supervisor will also help her so that you get  
13 continual further training once they get in.  
14 Perhaps an apprenticeship type of system should be  
15 instituted.

16 THE CHAIRMAN: Qualification at the  
17 other level is something that you should work for  
18 after your professional years?

19 MISS WARD: I see. You mean speciali-  
20 zation?

21 THE CHAIRMAN: A professional year  
22 to become a good teacher.

23 MISS EVANS: Aren't we basing that  
24 kind of assumption of teacher education, or, as it  
25 was called, teacher training, once again on historical  
26 models that have been current for the past century?  
27 You were asking about upgrading. It occurred to me  
28 when my dad left school he was in grade 9. A person  
29 who had a university degree was something quite  
30 special as a scholar. When I left school and went





1 into teaching, grade 13 only took at that time about  
2 seven per cent of those who originally started my  
3 year in kindergarten. A BA was not quite that rank  
4 above. Now, with probably the average closer to some  
5 kind of grade 12 minimum, a BA probably is not good  
6 enough any more. The McLeod Report says it needs  
7 to be updated itself. Maybe what one needs to know,  
8 not about the content or the subject matter of the  
21 9 old normal school, is going to take longer. You  
10 must know more and more about people, and this one  
11 year, either concurrent or consecutive, is not  
12 enough. What we assume them to be moving for is  
13 probably something far better as an academic  
14 achievement than a BA degree or equivalent, probably  
15 something toward a Master's level with perhaps even  
16 a much longer period about education of the young.  
17 Maybe the one-year thing we have all been thinking  
18 of is out of date. The one thing about teachers is  
19 that they don't stop. They want to know more and  
20 more and more. It is certainly far different than  
21 it was 20 years ago.

22 MR. RONSON: Mr. Chairman, I must  
23 express a great deal of sympathy for (inaudible),  
24 the importance of training students at that time  
25 because the way that we do this will depend on what  
26 we do in the whole future. There is movement, as  
27 you people know, the department has given more in  
28 grants and the ceilings may not be adequate, giving  
29 more to the elementary than the secondary. The  
30 problem is where to find the money to do something?





1 Unless many, many people in the province have  
2 misjudged the public that the ceilings should not  
3 have been put on in the first place, there are  
4 several people, several groups of teachers who have  
5 come to us and said they think the ceilings are  
6 a good idea, but they just don't think they are  
7 enough. Am I to gather from what you people say  
8 that you think it is a good idea?

9 MISS MARTIN: Just in partial  
10 answer to your question, I think personally --  
11 this is not a federation answer -- I think they had  
12 to put on some kind of restrictions on the way  
13 spending was going. The fact that many people,  
14 after the institution of the county boards, found  
15 their taxes were just going up to the sky, I think  
16 really the government had to do something, but, you  
17 know, I am hoping that these restrictions will be  
18 taken off and I really feel that your committee,  
19 particularly when you have heard these many  
20 presentations of the damage that the ceilings are  
21 effecting, can perhaps be helpful in having these  
22 ceilings removed and getting back to the place where  
23 boards are allowed to have more autonomy in the  
24 raising of money for the programs that they feel  
25 necessary for their particular communities.

26 This is the thing that is suffering.  
27 I really feel that the elementary schools are the  
28 ones that are really taking it on the chin, as it  
29 were, because we never get caught up in the first  
30 place. We were not getting enough money to start







1 with, and then the money is suddenly reduced  
2 drastically. I suppose, if we were to speak of  
3 affiliates, I am sure that so far anyway it is  
4 our affiliate which is suffering the most from the  
5 ceilings. As you know, we do considerable counselling  
6 work with our members on their request and I asked  
7 the girls in our office who do most of the  
8 counselling work this morning if they could give me  
9 some sort of an idea how the ceilings were  
10 affecting our members. They said, to start with,  
11 there is a new idea. They have made up their minds,  
12 collectively or otherwise, that they will not give  
13 any reason for the dismissal of a probationary  
14 teacher. It used to be that they would give the  
15 girl some idea why they were letting her go. Now  
16 they just go. They said there were 15 cases --  
17 a serious one where we were trying to help a person ---  
18 of probationary teachers dismissed where we have seen  
19 fit to question the procedures of dismissal. That  
20 means that for all intents and purposes, and what  
21 we could find out in our investigation that was  
22 a good teacher, but she was being let go. Why?  
23 They didn't have the money to keep her on, I  
24 suppose.

25 We have 30 cases where probationary  
26 teachers were told, "Resign or be dismissed." There  
27 are lots more we have never heard about because  
28 probationary teachers feel the federation can't do  
29 anything for them anyway because they can't go on to  
30 a board of reference. Reasons have to be given.





1 They are in a very weak position and it doesn't  
2 matter how good they are. I would say this is bad.  
3 You know, these good young people are not being  
4 taken on staff. What are you going to have after a  
5 while? You are going to have a lot of old poor  
6 people like myself. It is going to be an aging  
7 staff. They can't get rid of teachers on a  
8 permanent contract as easily as if you are a smart  
9 gal on probation.  
10

11 DR. PHILLIPS: You said at the  
12 outset from your own personal point of view that  
13 something had to be done and, consequently, when  
14 the ceilings were imposed, they were justified in  
15 some sense. On what grounds do you believe that  
16 this situation wouldn't repeat itself?

17 MISS MARTIN: This is my feeling,  
18 that because the restrictions were put on the boards  
19 have really had to study their financial arrangements  
20 and that there they are going to be much more  
21 careful, much more systematic about the way they do  
22 their budgets and so on. I think they are going to  
23 learn a lot in this situation. I think it is going  
24 to become unnecessary for these restrictions. I  
25 hope I am right in my feeling. We could mention  
26 other cases where teachers of music are being  
27 dismissed; part-time teachers are a big problem with  
28 us at the moment. Part-time teachers who do regular  
29 work should be on contract and be treated as part of  
30 the staff, as it were. This seems to be a trend, to







1 pay them like supply teachers. They are not supply  
2 teachers. This situation is cropping up in several  
3 places. Librarians are worried that they are going  
4 to be let go. There are at least 30 of them in  
5 Lambton. I don't know what is going to happen to  
6 them. Our counselling department is just terribly,  
7 terribly busy. We have never been as busy before as  
8 we are this year. Last year was a very big year too.  
9 It is a very unfortunate situation and if I haven't  
10 said anything else, I just want to say the boards  
11 have looked at the places where they can save the  
12 most money and where is it? Teachers' salaries.  
13 "Okay, who will we let go?"

14 You know, the largest number of  
15 teachers, public school woman teachers are the  
16 largest number in comparison with the others, so  
17 we are catching it the worst. Our membership is  
18 down, down 1700 on the last count and I am sure it  
19 is much more than that now. We had 35,000 members  
20 last year and we are 33,000 now. It will be  
21 worse. It is not that we just don't want to lose  
22 the members. Sure, we don't want to lose the  
23 members, but there is a lot of teaching potential  
24 and talent being lost to the children. When  
25 classes should be getting smaller so the teachers  
26 can do better work, more individual work with  
27 pupils, they are going to be getting larger.

28 MR. RONSON: Are you saying you  
29 actually have evidence to indicate elementary  
30 schools are being treated more severely in this than





1 the secondary schools, considering the fact ---  
2 for example, in Halton, as far as I know, what  
3 has been said is the pupil-teacher ratio is at  
4 such and such amount and each principal will be  
5 allocated a number of teachers that he can have, so  
6 that I would hope our people are not going amiss  
7 where they are penalizing the elementary more than  
8 the secondary.

9 MISS MARTIN: We know of cases  
10 where the board says they are going to cut back 40  
11 or maybe 60 teachers. The larger percentage by far  
12 is elementary.

13 MR. RONSON: Isn't that because there  
14 are not so many pupils in elementary? Is it being  
15 done fairly or not?

16 MISS WARD: It probably has something  
17 to do with the pupil-teacher ratios. If you have  
18 25 to 1 for elementary and less in secondary, you  
19 are going to start letting your elementary out  
20 before you do your secondary.

21 MR. RONSON: At the very least the  
22 board should be reasonable or fair about this.  
23 If they are not doing that, something is wrong.

24 MISS WARD: I did some figuring on  
25 the basis of figures in New Dimensions in March.  
26 I don't know what the enrollment was in 1970, so  
27 I can't tell what the future should be, but next  
28 year the enrollment will be down enough to warrant  
29 a 25 to 1 PTR. Where those will hit, that is in the  
30 elementary. That should be men and women and French





1 and English Catholics, all four of them. We have  
2 lost 1700 members this year. Why? A lot of those  
3 would be special subjects and we could use them.  
4 Physical education, when they put these people into  
5 classrooms, somebody decides to get rid of them.

6 MISS MARTIN: Just getting back to  
7 this problem that John has, in London we have a  
8 problem of part-time teachers and they don't know  
9 what is going to happen, whether they are going to  
10 lose their jobs or what. There, speaking with our  
11 secondary colleagues, we know that only eight of  
12 those --- not eight of those, but eight secondary.  
13 They have eight secondary teachers who may be affected  
14 by this and we have 30. Probably because, as you say,  
15 there are more elementary school teachers.

16 Other cases, too, the secondary people  
17 last year were able to go out and work very effectively  
18 with the boards and administration to have their people  
19 retained because, as I say, they did a good job.  
20 They were able to place them in other places and were  
21 able to make suggestions to the board whereby they  
22 could keep their people on. I don't think we were as  
23 fortunate.

24 MISS EVANS: A small example in answer  
25 to your question: the East York Women Teachers'  
26 Association is a pretty small one. In two years our  
27 membership has gone down 24. That doesn't sound very  
28 drastic. We only had 317 at the most and we are down  
29 to 294 now. The public school enrollment has gone up  
30 in the last two years due to the expansion of their







1 kindergartens. Again our grades 7 and 8 went up to  
2 larger classes, but somehow the teaching membership  
3 has gone down to health and services for these  
4 youngsters.

5                   Going back to the first question  
6 some ten minutes ago about the ceilings and whether  
7 there should be any, the provincial government is  
22 8 going to finance education up to 62 $\frac{1}{2}$ %. There is,  
9 of course, some kind of maximum which the government  
10 is going to support, but within the structure they  
11 are using at the moment this series of grant and  
12 expenditure factors, it is a structure that is not  
13 sensitive to change. It certainly is not sensitive  
14 enough at the elementary level. The structure in all  
15 its attempts to be fair and to give additional  
16 weightings to areas which have special education or  
17 compensatory education where highly-qualified  
18 teaching staff acts as a penalty because those factors,  
19 as they are worked out, are not sensitive enough.  
20 It is going to mean in parts of this province a  
21 reduction in monies available in this coming year.

22                   Those systems are trying to watch  
23 the budgetary guidelines. They are trying not to  
24 curtail programs, but they can only make those cuts  
25 in libraries, that 50% reduction in one year alone  
26 in the City of Toronto and other areas coming close  
27 to it, for so long. Then you can't make those  
28 reductions any more.

29                   DR. PHILLIPS: I wonder if we could  
30 have some comment from some of our people back here  
(indicating).





1 THE CHAIRMAN: (Inaudible)

2 MISS EVANS: The number of dollars  
3 would go down in Metropolitan Toronto next year.  
4 That is why I assume there will be some kind of  
5 feelings from the province. This structure perhaps  
6 is not as sensitive as it should be. We should  
7 perhaps be thinking of some other means of covering  
8 the fixed costs of education, but certainly we are  
9 not implying there should be anyway 100% financing  
10 of education through the province, but that there  
11 should be some kind of local commitment to local  
12 education. There is no one answer to education. It  
13 varies in neighbouring boroughs and neighbouring  
14 counties. Certainly there should be a return to  
15 the local commitment through some kind of  
16 reinstitution of a local discretionary levy. Maybe  
17 you want to put some kind of a ceiling on it, but  
18 at least there would be an additional kind of  
19 sensitivity for local children, local ratepayers  
20 and local teachers.

21 THE CHAIRMAN: Is the reason it is  
22 going down in Toronto that they have to go down  
23 under the ceilings next year? They have got some-  
24 thing like three years to come under the new  
25 ceilings.

26 MISS EVANS: That is right.

27 MISS WARD: You just have to go back  
28 to the Metro Toronto Teachers' brief and we tried to  
29 show something about discussions of this large urban  
30 area. Saturday afternoon I went to my elementary







1 school. It is being torn down this summer. What is  
2 in that school building now would just appall you.  
3 I don't know how long it is since they have repainted  
4 or tried to do anything more than just standby  
5 maintenance and yet youngsters have been in that  
6 school all this year and they may move over in June.  
7 A large number of inner city schools have special  
8 needs and a reduction in actual numbers of dollars  
9 per pupil is certainly not going to finance even the  
10 services that are available now, much less expand  
11 to cope with the increasing expectations of the  
12 school system.

13 MR. KERR: I am concerned about Miss  
14 Evans' statement that the library services are being  
15 cut 50%. How much has been in volume procurement?  
16 How many personnel have been lost to library  
17 services?

18 MISS EVANS: That percentage I quoted  
19 was from the Director of Education for the City of  
20 Toronto, monies available for procurement of print  
21 and non-print materials. That was a year ago.

22 MR. KERR: This is in procurement?

23 MISS EVANS: Yes.

24 THE CHAIRMAN: Additional books?

25 MISS EVANS: A reduction this year,  
26 and there will be one, perhaps part of it will be  
27 absorbed in a further reduction in procurement, but  
28 also I think that will hit the services available.  
29 You would have to turn to the City of Toronto for  
30 that one.





1                   MISS WARD: Ours was cut, too,  
2           because last year we were allowed \$9.00 per pupil  
3           for books and this year it is only \$7.00 per pupil.  
4           I am in a completely different system. The rest  
5           are being cut throughout the province and we are  
6           being cut too. Miss Martin said about 30 librarians  
7           in Lambton County are not sure whether their  
8           services are going to be required or not, so they  
9           must be cutting down or curtailing the resource  
10          centres in that county.

11                 THE CHAIRMAN: Ladies, these are  
12          things we are going to look into. You have been  
13          very helpful. Miss Evans, when she speaks, I don't  
14          forget. She pounds it in and I remember almost  
15          word for word what she said. We are going to have  
16          coffee now and the next delegation couldn't get  
17          here, so will you girls stay and have coffee with  
18          us and we will carry this on informally?

19                 MISS WARD: That is how we get our  
20          best licks in, informally.

21                 THE CHAIRMAN: I know that! (Laughter)  
22          I am glad to see you didn't bring a man to speak  
23          for you. On a previous occasion we saw a man having  
24          a woman speak for him.

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Toronto, Ontario

Organizations & Groups Brief #28

SUBMISSION OF THE ETOBICOKE (ELEMENTARY) TEACHERS'

ASSOCIATION

MISS BULMER: Good afternoon, ladies and gentlemen. I am Elizabeth Bulmer and I am Chairman of the Committee on Costs of Education for the Elementary Teachers of Etobicoke, as well as being vice-president of the Etobicoke Teachers' Association. May I present the other members who are here with me today. Miss Grace Davis who is president of the Women Teachers' Association of Etobicoke. Mr. Earl Hogben who is president of the Ontario Public School Men Teachers' Association, Etobicoke District. Mr. Wendel Watson, principal of Highfield Junior School. A latecomer will be Mr. Herb Cooney who is president of the Etobicoke Teachers' Association.

The membership of the Etobicoke Teachers' Association is comprised of the 1,688 elementary public school teachers, men and women, within the jurisdiction of the Etobicoke Board of Education. As educators in today's schools, and as taxpayers in today's economy, we are vitally concerned with the spiralling costs of education.

The Etobicoke Board of Education has been notable in Ontario for the care with which it has researched and established sound and progressive educational programs for the children of the Borough. This has been accomplished by the thoughtful and prudent financing which has achieved outstanding





1 returns for the money invested in the educational  
2 enterprise.

3 It is the view of the Etobicoke  
4 Teachers that arbitrary budget restrictions imposed  
5 by the provincial government will seriously affect  
6 the quality of the education that our schools can  
7 provide.

8 We believe it is imperative that  
9 Etobicoke and each school board in Metropolitan  
10 Toronto have some degree of fiscal autonomy. Since  
11 each area has unique needs in response to local  
12 circumstances, it is the duty of our elected  
13 trustees to provide for these specific needs and to  
14 have access to the means to finance them.

15 The Hall-Dennis report "Living and  
16 Learning" on recommendations for Education in  
17 Ontario states:

18 "No one factor, no one method,  
19 no one enduring characteristic  
20 can be seized as a magic wand  
21 which will transform children  
22 into life-long learners and  
23 adventurers. Nevertheless,  
24 one condition becomes increa-  
25 singly apparent in the learning  
26 process, and that is a shift  
27 in emphasis from content to  
28 experience."

29 The curriculum of today must be  
30 child-oriented and provide opportunities for choice







1 within broadly defined limits. A child-centred  
2 emphasis demands imaginative, resourceful, qualified  
3 teachers who can offer meaningful learning  
4 experiences for the children, and develop programs  
5 which will enhance the unique potential of every  
6 child. To accomplish this, teachers must be free  
7 to be themselves. They must not be forced to resort  
8 to preconceived stereotyped patterns of behaviour.  
9 To further ensure this, administrators must be  
10 leaders in developing learning programs for the  
11 children in their care. The leaders must be  
12 audacious, open, imaginative, flexible, and ahead  
13 of the past! The climate within which the teacher  
14 works must encourage him to be open, innovative,  
15 flexible, enquiring, audacious and certainly ahead  
16 of the past. The leaders set the climate.

17 The CELDIC REPORTS, both national  
18 and provincial, call for the integration of children  
19 with special learning needs into a regular school  
20 program accompanied by an extensive array of  
21 ancillary and supportative services and smaller  
22 classes.

23 Even when complete integration is not  
24 possible, a gradual phasing of the process is  
25 recommended. If the pupil-teacher ratio is to be  
26 increased, it is quite impossible to provide the  
27 specialized attention required by partially-  
28 rehabilitated children with learning difficulties.

29 Is this one more burden for the  
30 classroom teacher to shoulder? Are special education





1 children going to be placed at the back of the  
2 regular classroom? Teachers are now barely coping  
3 with the numbers in their class.

4 To carry on a program that caters to  
5 all children requires more physical space per child.  
6 A classroom that could easily accommodate 35  
7 children sitting in neat straight rows is now crowded  
8 with 30 children working in groups. Knowledge is  
9 expanding at such a rate that the emphasis can no  
10 longer be placed on memorizing.

11 To meet the objectives set out by the  
12 Hall-Dennis Committee, the return to a higher pupil-  
13 teacher ratio at a time when the goals are quite  
14 different from the past is hardly appropriate. It is  
15 stated in the Hall-Dennis Report "Living and Learning"  
16 that:

17 "The underlying aim of  
18 education is to further  
19 man's unending search for  
20 truth. Once he possesses  
21 the means of truth, all  
22 else is within his grasp.  
23 Wisdom and understanding,  
24 sensitivity, compassion and  
25 responsibility, as well as  
26 intellectual honesty and  
27 personal integrity, will  
28 be his guides in adolescence  
29 and his companions in  
30 maturity."





1                   The Metropolitan Area is unique in  
2                   Ontario in many ways. This must be considered in  
3                   deciding the weighting factors which determine the  
4                   amount of provincial grants. The following, listed  
5                   in no special order, are some of the ways Metro is  
6                   unique.

7                   1.                   High density of Ontario's school  
8                   children concentrated in the Metro area.

9                   2.                   Large numbers of students who are New  
10                  Canadians or who have another language as their first  
11                  language and who require extra teachers, space,  
12                  materials, etc.

13                3.                   Heavy concentration of families with  
14                  multiple problems - unemployment, welfare, mother's  
15                  allowances, broken homes, social problems, sub-  
16                  standard accommodation, delinquency, drugs, crime,  
17                  etc.

18                4.                   Special Education Department Services  
19                  for exceptional children encourage families to move  
20                  into the Metro area.

21                5.                   Greater need for counselling services  
22                  with the decrease in corporal punishment, which may  
23                  result in a rise in suspension and therefore more  
24                  parent-conferences - using a great deal of staff time.

25                6.                   More children needing special attention  
26                  are diagnosed and identified since we have increased  
27                  knowledge, skill, personnel.

28                7.                   Extensive ancillary services are  
29                  required (psychiatrist, psychologist, social workers,  
30                  attendance counsellors, interpreter-counsellor, etc.).







1 8. Increasing number of 'inner city'  
2 schools with require lower class size, extra  
3 resources, extra personnel, extra space, etc.

4 9. Integration of Special Education  
5 students into the regular program puts increased  
6 pressure and responsibility on the classroom teacher  
7 if she is to give the student the individual  
8 attention required.

9 10. Modern science has kept more  
10 children alive who previously would not have  
11 survived and these children often require special  
12 attention which cannot be given in a regular class-  
13 room program.

14 11. Reading clinics are required for  
15 diagnosis and remediation of reading difficulties  
16 in able students.

17 12. Classes for intellectually gifted  
18 students.

19 13. Diversity in the types of programs  
20 with modern innovations - Metro is looked upon as a  
21 leader in education.

22 14. Variety of courses offered in elemen-  
23 tary and secondary schools.

24 15. Alternatives in the types of educa-  
25 tional programs under experimentation, e.g. MAGU,  
26 SEED, etc.

27 16. Community involvement demands  
28 additional time on the part of the entire staff which  
29 subtracts from the time available for the 'child',  
30 and increases pressure on the staff.





- 1 17. Summer school programs for elementary
- 2 and secondary students.
- 3 18. After school programs for children.
- 4 19. Community use of schools results in
- 5 increased costs in caretaking, staff, damage, etc.
- 6 20. Cost of vandalism and theft is high
- 7 in crowded urban area.
- 8 21. Variety of programs offered for adult
- 9 education classes requires staffing, space, etc.
- 10 22. Students spend more years at school
- 11 than previously with the diversity in the type of
- 12 secondary education offered to meet their needs.
- 13 23. Summer swimming programs.
- 14 24. Higher cost of living in an urban
- 15 centre results in a larger salary budget for all
- 16 employees.
- 17 25. Population mobility and rapid growth
- 18 in the Metro area results in increased costs of
- 19 planning, and constructing new schools, and
- 20 abandoning accommodation.
- 21 26. Cost of maintaining the Metro School
- 22 Board as well as local Boards of Education.
- 23 27. High cost of land acquisition for
- 24 construction or expansion of school sites.
- 25 28. Publicity given the Metro Area by
- 26 the very active local news media puts an increased
- 27 pressure on staff.
- 28 Following the guidelines set out by
- 29 Pl, J1, and Living and Learning, most schools have
- 30 attempted to initiate new programs and update old







ones. They have also introduced the individual-centred approach to teaching. These changes require more teaching aids, a greater variety of information from many sources, and a reduction in the number of students per class.

The present budget ceilings in Metro Toronto are restricting further implementation of programs designed to meet the aims and objectives of education in Ontario. Only a few of the effects of the ceilings can be outlined.

1. The reduction of the consultant staff has short and long-range effects on the school system. Consultants help new teachers, help set up new programs, bring specialized knowledge to the classrooms, communicate new ideas from classroom to classroom, etc. The resultant loss to the system cannot be measured in dollars.

2. The reduction of para-professionals and lay assistants has placed an extra burden on all teachers and administrators, leaving the teacher with less time for meeting the needs of the individual child.

3. The reduction in the use of supply teachers has resulted in teachers fillin in for staff who were absent, and the cancellation of field trips, professional conferences, in-service programs, preparation time, and individual remedial assistance.

4. The reduction in maintenance staff has resulted in a gradual deterioration of the





1 cleanliness of the school. Urgent cleaning problems  
2 often must wait for a lengthy period of time. This  
3 situation has a demoralizing effect on both teachers  
4 and students.

5 5. Reduction in the budget for library  
6 books.

7 The foregoing illustrates some of the  
8 many problems that have occurred. It is with  
9 considerable frustration that the teachers and  
10 administrators view these cuts, because the quality  
11 of education in Etobicoke is being diminished.

12 You have seen some of the detrimental  
13 effects the ceilings have already created in the 1971-  
14 1972 school year. What can we expect in the future?

15 In 1971, the Metro Board was allowed  
16 to exceed the ceilings by two-thirds of the amount.  
17 In 1972, the Metro Board may only exceed the ceilings  
18 by one third. In 1973, the Metro Board must meet the  
19 ceilings.

20 Actually the Metro Board has received  
21 more funds, but these funds are proving to be  
22 insufficient to meet the increasing costs of salaries,  
23 supplies, etc. If the Metro Board accepts the present  
24 ceilings we can expect the following results:

- 25 - a reduction in or elimination of the French program
- 26 - a reduction in or elimination of existing programs  
27 and their expansion
- 28 - a reduction in or elimination of the music program
- 29 - a reduction in or elimination of the advancement  
30 program





- 1 - a sharp reduction in the very worthwhile Arts
- 2 program
- 3 - a reduction in consultative staff which would
- 4 result in larger waiting lists and less time to
- 5 handle problem cases and to confer with parents
- 6 - a reduction in guidance services
- 7 - a reduction in pupil welfare services which would
- 8 result in an increase in referrals
- 9 - a reduction in special services to students - social
- 10 workers, psychologists, psychiatrists, interpreters,
- 11 counsellors, etc.
- 12 - reductions in resource teachers, and, therefore,
- 13 a reduction in assistance available to classroom
- 14 teachers and pupils
- 15 - a reduction in speech teachers, hard of hearing
- 16 teachers, teachers for home instruction, etc.
- 17 - the termination of the chairmanship plan
- 18 - a reduction in the number of Assistant Principals
- 19 and Vice-Principals
- 20 - a reduction in administrative officials and regional
- 21 superintendents
- 22 - a reduction in, or elimination of preparation time,
- 23 evaluation periods, remedial assistance, and
- 24 professional development
- 25 - a further reduction of para-professional and lay
- 26 assistants
- 27 - further cuts in the library budget
- 28 - a decrease in money available for professional
- 29 development
- 30 - a reduction in secretarial staff, putting an







- 1 increased burden on the classroom teacher
- 2 - a reduction in audiovisual technicians and
- 3 supplies
- 4 - a reduction in supplies
- 5 - a reduction in maintenance staff would result in a
- 6 decrease in the caretaking standards, site develop-
- 7 ment will be inadequate with a consequent loss of
- 8 pride and respect from pupils and staff
- 9 - a reduction in field trip budgets
- 10 - a reduction in repairs for equipment
- 11 - a reduction in computer services with noticeable
- 12 deterioration of the service to schools
- 13 - a reduction in the high quality of education in
- 14 Etobicoke

15 We have carefully examined the  
16 problems that the ceilings have created and feel  
17 that to accept these restrictions will jeopardize  
18 our commitments as teachers. The resultant harm to  
19 the children in our Borough cannot be measured in  
20 dollars.

21 A far better alternative would be to  
22 return some measure of fiscal autonomy to local  
23 boards of education, including the authority to  
24 apply a local levy. In addition, the direct costs  
25 of elementary and secondary education could be  
26 reduced by: having the costs of certain programs  
27 assumed by those agencies within whose purview they  
28 naturally fall, e.g., Public Health, Parks and  
29 Recreation.

- 
- 30 - encouraging subsidies from industries for





- 1           vocationally-oriented programs
- 2           - give federal subsidies to assist in the education
- 3           of immigrant, non-English speaking students
- 4           - have the Ministry of Education review the weighting
- 5           factors and make them more sensitive to the needs
- 6           of Metro Toronto, with reference to areas of
- 7           special education and compensatory education
- 8           - that the ceilings for grant and expenditures
- 9           purposes for the elementary school be equalized
- 10          with those for secondary schools without adversely
- 11          affecting the secondary school ceilings.

12                       Because our Board has been prudent

13           and has avoided over-spending in the past, we are

14           now in a poorer position to absorb these reductions

15           than we would be if our system was overstaffed and

16           overextended. We simply have less to cut from

17           because we already eliminated practically all

18           unnecessary spending.

19                       The proposed reductions, if carried

20           out, will very seriously affect the quality of

21           education in the Borough. This will harm our

22           children. They will harm most the disadvantaged

23           children, those from poorer families and those from

24           problem families, where parents have not the

25           resources to provide at home what the youngsters

26           may fail to get at school.

27                       The reductions will harm loyal and

28           efficient employees of the board. They will injure

29           morale among all classes of employees. They will

30           tend to destroy the team spirit that has been such







1 an important and valuable factor in make our school  
2 system one of the best in Canada.

3 We oppose the reductions because we  
4 feel that the Metro system does not recognize the  
5 fact that Etobicoke HAS controlled its spending and  
6 HAS obtained full value for the education dollar.

7 We oppose the 1972 ceilings because  
8 we feel that in imposing them, the province has not  
9 fully recognized the special costs, problems and  
10 character of Metropolitan Toronto. We oppose them  
11 because they are inconsistent with the Department  
12 of Education's performance. On the one hand, the  
13 Department is demanding more and more of local  
14 school boards in new programs, new educational  
15 advances and systems requiring more administration.  
16 On the other, it is demanding drastic cost  
17 reductions.

18 We, in Etobicoke, do not ask to be  
19 allowed to spend in 1972 more than we spent before..  
20 We only ask that, in a period of generally rising  
21 costs, that we be allowed the same funds this year  
22 as we had in previous years.

23 THE CHAIRMAN: Thank you, Miss Bulmer.  
24 We had a slight crisis at the office and I had to  
25 rush off to the telephone. Mr. Cooney has now  
26 joined you?

27 MR. COONEY: My apologies for being  
28 late, Mr. Chairman. I had a traffic problem.

29 THE CHAIRMAN: We are delighted to  
30 have you here and thank you very much for putting in





1 your brief. We will now throw it open to questions.

2 MRS. FARR: With regard to the  
3 effect the ceilings have had on the quality of  
4 education, you have mentioned a number of cuts,  
5 reductions, elimination of certain programs. I am  
6 not sure that I understood when you were referring  
7 to the elimination of music, French, the arts and  
8 so on, is that now, or is that projected for next  
9 year?

10 MISS BULMER: It is projected.

11 MRS. FARR: Has there been any  
12 increase in the pupil-teacher ratio in Etobicoke?

13 MR. WATSON: Not that we are aware of.  
14 We have no definite figures yet. There seems to  
15 have been no present increase. The plans are not  
16 final yet.

17 MRS. FARR: I don't know, but I  
18 would presume that --- I had better ask it as a  
19 question and not presume. The enrollment in  
20 Etobicoke, is the projection for it to remain the  
21 same, to fall, or to increase in the next year or  
22 two?

23 MISS BULMER: It will increase some-  
24 what, which is the reason why they don't foresee  
25 right now loss of staff.

26 MR. COONEY: But there will be loss  
27 in programs and the fact that the population is  
28 increasing will mean you don't have the broad base  
29 of money for your centrally-appointed staff such as  
30 consultative coordinators. You have not the money





1 available to run programs as far as curricula  
2 would be concerned. That is one of our concerns,  
3 I think, too.

4 MRS. FARR: Has there been a  
5 reduction in consultants?

6 MR. COONEY: Yes, we had fourteen.  
7 At least 25%, probably approaching 35% of our  
8 consultants, consultant staff's impact on the  
9 classroom have been relieved of their positions as  
10 consultants.

11 MRS. FARR: Would classroom teachers  
12 be released? You will have some reduction in staff,  
13 I suppose?

14 MR. WATSON: Apparently not.

15 MR. COONEY: They say they will  
16 probably be able to take care of it through attrition  
17 this year, but they will make no promises as far as  
18 next year is concerned. Quite to the contrary.

19 THE CHAIRMAN: What will be your  
20 enrollment next year?

21 MR. COONEY: That will be about  
22 five per cent. We have now approximately 3,000  
23 students.

24 MRS. FARR: How serious is this lack  
25 of repairs to equipment that you mentioned? Is it  
26 fairly serious in your opinion, or does it just  
27 happen occasionally?

28 MR. WATSON: So far it hasn't been  
29 serious. The waiting period is increasing. We  
30 can still have them repaired and still have the







1 maintenance, but we have to wait for maintenance  
2 people turning up. Instead of a week or three days,  
3 it is two weeks or ten days.  
4

5 MRS. FARR: Is that because there  
6 are fewer people employed?

7 MR. WATSON: They have cut back on the  
8 staff and we have more schools every year in spite  
9 of the fact of the ceilings. They simply have to  
10 cover more ground. The secondary schools are  
11 increasing, in spite of the fact that the elementary  
12 are decreasing.

13 MR. ARSENAULT: Do you know in  
14 dollars how much the reduction would be you would  
15 have to achieve to get to the ceiling?

16 MR. COONEY: I think our share was  
17 just under \$1 million. I am not positive about that  
18 figure, but I think it is around that, just under  
19 \$1 million this year. As you know, that figure,  
20 the figure for Metro before had been much higher and  
21 the government in its wisdom --- the Ministry in its  
22 wisdom thought they would change the weighting  
23 factor a little bit and this is the result. Otherwise,  
24 this would have really have been a crunch year for us.

25 Just tying on another thing, it is  
26 hard to measure, but we can see it in our Federation  
27 and we see it more and more every day, the confusion  
28 and the morale lowering as far as the teachers are  
29 concerned, because they are becoming very upset over  
30 the apparent confusion as far as ceilings are concerned





1 and the feeling is "What can we do about it?". We  
2 try to do our best and here we come now with X  
3 number of dollars being taken from the budget and  
4 the types of new programs we want to implement we  
5 have to look very carefully at.

6 A lot of children who are needing  
7 help, we have a waiting list of approximately eight  
8 or nine hundred children who need special education  
9 and they are on a waiting list. They are in the  
10 classroom right now. Many of them should not be there,  
11 but they have to wait. In the next year they are  
12 going to have to wait longer and the longer they  
13 wait, the more difficult it is and the more costly  
14 the program is going to be for them. This is a real  
15 morale defeater type of thing.

16 MR. ARSENAULT: How many are  
17 elementary schools and how many are secondary,  
18 roughly, in Etobicoke?

19 MISS BULMER: You mean students?

20 MR. ARSENAULT: Yes.

21 MISS BULMER: 40,000 elementary and  
22 20,000 secondary.

23 THE CHAIRMAN: Your weighting factor  
24 was improved this year?

25 MR. COONEY: I am not positive of  
26 these figures, but I think it was supposedly about  
27 17 million and it was supposed to be taken down to  
28 about 7½ million, but the point was we didn't know  
29 this until the very last minute. We didn't know this  
30 until April. Then the confusion that reigned from  
September to April was somewhat devastating.







1  
2 Next year we are faced with what  
3 seems to us an impossible figure, and we don't know  
4 what is going to happen.

5 THE CHAIRMAN: It is mainly the  
6 uncertainty?

7 MR. COONEY: That is part of the  
8 problem, yes. It is this year-to-year thing. As  
9 far as planning is concerned, you can't plan; you  
10 can't even think in terms of five years.

11 DR. PHILLIPS: What was done to  
12 reduce that figure?

13 MR. COONEY: There were petitions and  
14 meetings and representations made to the Ministry  
15 and some new information was brought to the Ministry,  
16 but they themselves, as I understand, even agree that  
17 they were not sure about the weighting factor them-  
18 selves. It is a very complicated formula, as you  
19 know, and special schools in Metropolitan Toronto  
20 and special type programs, and the Ministry changed  
21 the weighting factor. This was for all of Ontario,  
22 not just Metropolitan Toronto. Metropolitan Toronto  
23 gained through this because of special programs, so  
24 it helped out considerably.

25 THE CHAIRMAN: This 17 million you  
26 are talking about was the proposed figure?

27 MISS BULMER: The original proposed  
28 budget was 25 million and they changed that in  
29 November and brought it down to 17 million.

30 THE CHAIRMAN: They decreased it down  
to 17 million. It sounded in the press as if it was





1 a 17 million increase over last year. There was a  
2 lot of misinformation got out around that time and  
3 I wasn't sure whether that was right.

4 MR. WATSON: A lot of teachers, the  
5 only source of information they have is the press  
6 also.

7 THE CHAIRMAN: They are not here, but  
8 it is not really the best source to rely on.

9 MISS BULMER: The board were in the  
10 same position, too, because they were not sure and  
11 from day to day I know, because I kept in constant  
12 touch with them and you would say, "Are there any  
13 changes?" "No, I don't think there are any changes  
14 today. Give us a call tomorrow. There might just  
15 be something."

16 THE CHAIRMAN: That being the case,  
17 why was there so little sympathy for the trustees  
18 in some similar situations?

19 MR. COONEY: Sympathy by the teachers?

20 THE CHAIRMAN: Between the teachers  
21 and the trustees.

22 MR. COONEY: We had a lot of empathy  
23 with our trustees. We conducted eleven meetings  
24 with our --- we had many, many meetings with the  
25 trustees and we had one where, as far as the feelings  
26 were concerned, I think some other boards got the  
27 newspaper coverage which is all too often the case,  
28 where you have conflict. It is going to hit the  
29 papers and in the case of Etobicoke we were really in  
30 harmony with our board.





1 THE CHAIRMAN: I guess that didn't  
2 get through. Unfortunately, it appeared to be so  
3 much conflict and this was one of the things on my  
4 mind, the credibility in the whole educational system.

5 MISS BULMER: One thing it did for  
6 education in Etobicoke, both staff and board, too,  
7 it drew us very closely together and we have  
8 continued with this, as Herb says, in empathy with  
9 our trustees. We are having things now that we  
10 didn't have before. For example, we are now having  
11 a budget curriculum committee where there will be  
12 representation from both teachers and board.

13 MR. COONEY: And the public.

14 MISS BULMER: And everybody will be  
15 in on it.

16 DR. PHILLIPS: In your presentation,  
17 Miss Bulmer, you made reference to the province  
18 demanding new programs. I think that was the word  
19 you used. Does the province actually demand in that  
20 sense that you put on new programs? If I am mis-  
21 quoting you, please say so, but I think it was toward  
22 the end of your presentation when you referred to  
23 the anomalous situation where the province demanded  
24 new programs be provided and at the same time there  
25 were cut backs in funds.

26 MR. WATSON: I think the reference  
27 here was to the support that the Ministry of Education  
28 seems to have given --- I say "seems" rather than  
29 anything else to the recommendations of the Hall-  
30 Dennis Report and the fact that he is saying "You







1 must operate in new ways as teachers. You must go  
2 out and have a look at new ways of handling and  
3 teaching children and working with them." At the  
4 same time, putting limits on these new ways. The  
5 new ways are undoubtedly costly. They cost more in  
6 time, preparation and money, so the demands -- it  
7 seems to be the province's demand, but the restrictions  
8 are also the province's. Those are contradictions  
9 I can't reconcile.

10 DR. PHILLIPS: Demand for a new  
11 approach, rather than a new program as such?

12 MR. WATSON: I don't know whether it is  
13 programs or approach or what.

14 DR. PHILLIPS: Is it saying you must  
15 give a program in French and they are not going to  
16 finance it? You must find financing.

17 MR. WATSON: Probably French is a poor  
18 example because there is a strong demand for that from  
19 someplace. I don't know where.

20 THE CHAIRMAN: Do you agree with the  
21 philosophy of an opportunity for children to get an  
22 education (inaudible). Do you think it is one of  
23 the objectives in Ontario, one of the few that may be  
24 clearly stated?

25 MR. WATSON: I don't think there is  
26 any dispute about that.

27 THE CHAIRMAN: Assuming funds are not  
28 available, do you agree that some of the top spending  
29 boards should pause while the others catch up, while  
30 still leaving funds available for innovations?





1 MR. WATSON: I think our view is that  
2 you have to treat this the same way as you try to  
3 treat kids. You recognize a situation and try to  
4 do the best thing for it. That is what equal  
5 opportunity means in the school. I assume that is  
6 what it would mean in the province. Some people are  
7 going to have to take a little less so others can  
8 have a little more. I think that is accepted also.

9 THE CHAIRMAN: A group which appeared  
10 earlier was somewhat critical because they have so  
11 many programs in Metropolitan Toronto and they have  
12 nothing in some other areas of the province. They  
13 say that these programs should be carried throughout  
14 the province.

15 MR. WATSON: I think that is fair.  
16 It also has an implication for the people who are  
17 footing the bills. We maybe will have to recognize  
18 this and spend even a little more, which is why  
19 ceilings, applied generally, holus bolus, without  
20 regard for these things, seem unreasonable. I don't  
21 know about foundation programs. I read they are  
22 difficult to administer and difficult to organize.  
23 Nevertheless, I think what you are talking about,  
24 at least a foundation program to support the have-not  
25 a little further than that, but what Etobicoke people  
26 think is an addition to that, you allow the local  
27 people to go even further, if they want to, and this  
28 apparently is not being permitted by the Ministry.

29 THE CHAIRMAN: Do you think that if  
30 the people in Etobicoke voted a couple of mills, would





1 it be approved?

2 MR. WATSON: I don't know. If they  
3 do, we have no kick. I think so far --- this is the  
4 major portion of our brief. We feel so far they have  
5 approved of the way money has been spent and we  
6 wouldn't mind putting that test to a vote, but we  
7 don't think that the Ministry is moving in that  
8 direction. I am not sure whether they should or not.

9 THE CHAIRMAN: I have no knowledge  
10 of that.

11 MR. COONEY: Also, there is a great  
12 deal of confusion this year with the tax rebates.  
13 In Etobicoke taxes are going up this year on the  
14 municipal side, but not only that, because the  
15 citizens are not getting their tax rebate this year  
16 and taxes will apparently go up, as far as they are  
17 concerned, another \$107.00. They lump it all  
18 together and they think that is the educational tax.  
19 I have talked to a great number of people and they  
20 think this is the educational tax. It has nothing  
21 to do with the educational aspects of Etobicoke  
22 at all. There is a great deal of confusion that  
23 way. It is difficult to have an informed public.

24 THE CHAIRMAN: I suppose not too  
25 many realize they might get something back?

26 MR. COONEY: More likely not. They  
27 are not aware of this at all. There has been very  
28 little information about this apparently given out  
29 in the press, or anywhere else. They are very  
30 confused.







1 MR. TROWELL: Assuming that the  
2 government decides to propose a ceiling and assuming  
3 that there must have been a reason for wanting to  
4 do that, what is the alternative to a ceiling system?  
5 Facing the idea that a lot of people are very  
6 concerned with spending costs, what alternative do  
25 7 you suggest to ceilings?

8 MR. WATSON: It is a bad word in  
9 teachers' organizations to suggest a referendum and  
10 I don't think I will. It is an alternative. The  
11 local people would have an opportunity to say they  
12 are willing to go above the ceiling or willing to pay  
13 more. If the people say, "No, we don't need any  
14 more," then the teachers put up with this.

15 MR. COONEY: The traditional one  
16 where the government is spending money and you don't  
17 like what the government is doing, you vote the  
18 government out of office. If you don't like what  
19 the trustees are doing, you vote the trustees out of  
20 office.

21 MR. TROWELL: Who wants to get voted  
22 out of office?

23 MR. COONEY: Supposedly, then, they  
24 carry out the wishes of the people. What I am saying  
25 is that there is a rider on that. If the trustees  
26 feel in their wisdom, as far as the voters are  
27 concerned, the voters do not want to spend more money  
28 and don't feel they are getting value for education,  
29 they are obviously not going to vote money and they  
30 are not going to ask for money. Etobicoke has never





1        gone for the extra mills. That is one of the reasons  
2        we are in a bit more of a crunch than other boards.  
3        Other boards have used the other two mills they  
4        could have used before to build up some areas in  
5        programs, some areas in buildings and things like  
6        that. They have got that credit now. We have never  
7        used that because our trustees, I think, have been  
8        very wise in their use of it.

9                        THE CHAIRMAN: It is two mills?  
10        You say it was used for programs, rather than  
11        capital?

12                      MR. COONEY: I think it was.

13                      MR. WATSON: This was the discretionary  
14        levy that local boards could apply to capital  
15        expenditures only.

16                      MR. COONEY: The teachers are very  
17        upset and we hear this every day as a federation  
18        on the idea of ordinary expenses. It is all money,  
19        so to speak, it is all coming from some source and  
20        our feeling was that there was too much money in  
21        the extraordinary area and not enough in the ordinary  
22        area. We asked and the trustees agreed that we  
23        should try to get some money from the extraordinary  
24        and move it into the ordinary, but this was not  
25        possible. It is all money, so, as a result, I  
26        have no hesitation in saying that there was money  
27        wasted as far as extraordinary was concerned. There  
28        was equipment bought and things bought that we  
29        didn't need. Nobody really wanted them, but the  
30        money was there and the feeling was that we had to





1 use some of it. We would much rather have had that  
2 money moved into the ordinary to be used. Even  
3 though you have a ceiling, you are still wasting  
4 money. That is not the answer.

5 The one last thing I have to bring  
6 out is the idea of duplication. We in Etobicoke feel  
7 we have a good consultative staff and good coordinators  
8 and we are saddled with these people on the  
9 provincial level. We asked also if they would give  
10 us consideration of the fact that we have this  
11 curriculum programming staff, that we be given more  
12 allowance for this on the weighting factor, but  
13 apparently this was not possible. At least it wasn't  
14 then, anyway. It seems ridiculous to us that we  
15 would have consultative staff and coordinators and  
16 the province apparently has these people also and  
17 apparently they are available to Etobicoke, but  
18 Etobicoke doesn't seem to really want to use them.  
19 Very few of the teachers, I understand, use them, so  
20 it seems to me to be a waste of money. We would  
21 rather have the money come down to the local area and  
22 use it there.

23 MRS. FARR: Just to follow this up,  
24 this duplication of services, what is your opinion  
25 regarding the use or effectiveness of the Metropolitan  
26 School Board? Is it necessary? Would you be better  
27 off with just the borough boards, or does it have a  
28 function? Could that function be served by the  
29 regional office, or does the Metro Board --- could  
30 the Metro Board better serve the functions of the







1 regional office?

2 MR. WATSON: I think to the Etobicoke  
3 Federation, as it has operated, that the Metro Board  
4 has served a purpose that the provincial --- what do  
5 you call them? What do you call them --- super-  
6 dundancies east and west of Metro --- couldn't  
7 serve. The financial coordination the Metro Board  
8 has brought to financing in Metro has given a focus  
9 at least for teacher negotiations, for example, and  
10 I suppose for programming affected by finances to  
11 a very large extent. Metro, in our experience, has  
12 given enough autonomy to the local boards in  
13 programming and raising finances for it that it has  
14 served a good purpose. It has enabled teaching  
15 groups to talk finances Metro-wide and the provincial  
16 groups have just been out of the picture entirely.  
17 They haven't affected us one way or the other that  
18 we know of, except the Ministry sends the odd  
19 bulletin or memo through.

20 MR. COONEY: And it talks about  
21 ceilings!

22 THE CHAIRMAN: How about raising  
23 funds for education?

24 MR. WATSON: Mine are too damn high!  
25 As far as an alternative, I don't like the present  
26 setup at all. That is just a matter of personal  
27 opinion.

28 THE CHAIRMAN: We have had some people  
29 suggest it should be taken off property entirely and  
30 100% of education be paid by the province. Would





1 that disturb your local autonomy?

2 MR. COONEY: At the meetings with  
3 our trustees, there the feeling was for something  
4 like sales tax, some way to take some of the burden  
5 from the property owner. I think our dilemma is  
6 that we would like to have some of it still stay on  
7 the property owner, because we want the property  
8 owner to be involved and have sort of a feeling that  
9 whoever pays the tune is going to call the tune, so  
10 to speak; wherever the money comes from, that is  
11 where the power is going to be. We would like to  
12 have the property owners keep as much autonomy as  
13 possible and we are aware that the way the property  
14 tax is now in Etobicoke people are finding it very  
15 difficult to pay property tax. We would like to  
16 still see some property tax and see the individual  
17 property owner involved in education through  
18 property tax, but yet not be so much --- paying so  
19 much that it is such a burden that they are faced  
20 with a real crisis.

21 MR. WATSON: Property tax or spending  
22 option at the local board level doesn't much matter,  
23 so long as the local board has the spending option  
24 of raising (inaudible). This is the factor you are  
25 concerned about.

26 THE CHAIRMAN: As long as the board  
27 has the authority to spend the money that is  
28 available to it, is this not local autonomy?

29 MR. WATSON: No.

30 THE CHAIRMAN: They can use the funds





1 available to them in any way they wish, I understand?

2 MR. WATSON: That is different from  
3 saying the money they need, as opposed to the money  
4 they get.

5 THE CHAIRMAN: Does local autonomy  
6 depend on unlimited ability to spend money?

7 MR. WATSON: I will answer the  
8 question this way: the Metropolitan School Board  
9 does have a ceiling on spending. In other words,  
10 everything that is collected in Metro, Etobicoke  
11 can spend so much and Etobicoke can decide itself  
12 how it is going to spend that money.

13 THE CHAIRMAN: That is my under-  
14 standing.

15 MR. WATSON: Until fairly recently  
16 Etobicoke could have gone further than that, could  
17 have raised additional money, additional discretionary  
18 levies and now we are told not to do so. That has  
19 disappeared as well in the last three or four years.  
20 I think a discretionary levy could have served a  
21 very good purpose and North York did use it. One  
22 other borough used it at some stage too. I think not  
23 unlimited, but additional to --- if you have the  
24 power to get a little more if you want, that gives  
25 you higher autonomy. It is just a matter of degree,  
26 rather than saying yes or no.

27 THE CHAIRMAN: Different boards have  
28 the ability to raise different amounts of funds, do  
29 they? They can build in an equity.

30 MR. WATSON: Or had. In Metro?







1 THE CHAIRMAN: Throughout the  
2 province.

3 MR. WATSON: Yes.

4 THE CHAIRMAN: Any other questions?

5 MRS. FARR: No.

6 MR. RONSON: No.

7 MR. TROWELL: The fact that there  
8 are provisions now for the increase of expenditures  
9 and that does add to the amount of money, are these  
10 not adequate for Etobicoke?

11 MR. COONEY: That is not quite true  
12 for next year, is it? As I understand from the  
13 figures I have, next year is the first year we  
14 actually have less money to spend. We realize that  
15 we have had over the last two years more money, but  
16 I understand next year the figure actually goes  
17 down, while the costs of materials and programs  
18 actually go up. Next year is the first year that  
19 this will --

20 MR. RONSON: Will it apply to the  
21 number of students?

22 MR. COONEY: I understand that it is  
23 the per pupil grant that would actually be going  
24 down.

25 MR. TROWELL: Is that in turn offset  
26 by the reduction you have told us about?

27 MR. COONEY: I am confused about the  
28 figures, to tell you the truth.

29 MR. DANNA: Next year the  
30 figure will go at the secondary level from 100 to





1 130 and the other from, at the elementary level from  
2 600 to 630. There is no question that this base  
3 ceiling goes up.

4 MR. WATSON: Plus whatever allowance  
5 is made for the weightings, depending on the program.

6 MR. TROWELL: A minimum of \$30.00  
7 per student plus a weighting factor of \$100.00.

8 MR. DANNA: Yes.

9 MRS. FARR: Is the fact that the  
10 Metro Board is over the ceiling now, you have got  
11 to get back under the ceiling? Is that it? Does  
12 that mean they will actually have fewer dollars next  
13 year?

14 MR. DANNA: I would have to  
15 see the calculations, but the leeway factor is  
16 eliminated next year and the remaining one-third of  
17 the excess, it could conceivably be that the remaining  
18 one-third of the excess would be greater than the  
19 \$30.00 permitted.

20 MRS. FARR: I think that is what Mr.  
21 Cooney is saying.

22 MR. COONEY: It is actually \$17.00  
23 per pupil less next year.

24 MR. TROWELL: A net reduction.

25 MRS. FARR: \$17.00 per pupil less  
26 money next year?

27 MR. COONEY: Yes, as we see with the  
28 costs of everything going up. We expect a real  
29 problem year next year.

30 DR. McCARTHY: It should be





1 said that the one-third that is left to be recovered,  
2 as it were, will be a lesser amount than it would  
3 have been this year, because the ceiling has gone  
4 up, so the differential is narrowing, right?

5 MR. TROWELL: This is the only year  
6 in which that disbursement is being made and beyond  
7 that ---

8 DR. McCARTHY: There has been  
9 one-third recovery for each of the last two years  
10 and this completes it.

11 THE CHAIRMAN: Any other questions?

12 MR. ARSENAULT: No.

13 THE CHAIRMAN: Well, Miss Bulmer and  
14 the whole delegation, thank you very much for taking  
15 the time to come here today. We appreciate it very  
16 much. Is there any other point you want to get  
17 across? If so, this is the time.

18 MISS BULMER: I think we have made  
19 all our points. Thank you very much for permitting  
20 us to come before you.

21 THE CHAIRMAN: Thank you very much  
22 again. We appreciate it very much.

23

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29 ---Adjournment.

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Nethercut &amp; Co. Ltd.

Toronto, Ontario

Toronto, Ontario  
May 30, 1972

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--- On commencing at 10:00 a.m.

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Organizations & Groups Brief #1

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SUBMISSION OF THE ONTARIO FEDERATION OF AGRICULTURE

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MR. HILL: We are pleased to have this opportunity. We have had concerns about this problem for some time and we are quite pleased to participate and hope that we can help.

Our delegates are, on my far right, John King, Bruce Taylor, Delmer Bennett and on my left, Frank Wall. These are members of our Executive.

Mrs. Houston is expected, who is also a member of our Provincial Executive but it is quite possible she is not able to attend. We haven't heard that she isn't coming, nor have we heard that she is coming. We hoped that she would be here.

On my far left is Jack Hale, our General Manager. I don't think that I have anything specifically that I wish to add to the documents that we sent earlier.

The first one in December, which really sets out what to us is an iniquitous situation in regard to the Education Taxes that farmers pay and I think it is pretty clear and I am sure you people have had the opportunity to go over it before.

The second submission was sent in on the 1st of April, which really describes a survey that we undertook with our people. I think it pretty well explains itself too, so I would think perhaps the best thing to do is just for us to try and answer any





1 | questions that you might ask.

2 | THE CHAIRMAN: Thank you, Mr. Hill. Do  
3 | you think our schools should be operated by local  
4 | autonomy?

5 | MR. HILL: Bruce Taylor, would you like  
6 | to answer that question?

7 | MR. TAYLOR: Could you just repeat it?

8 | THE CHAIRMAN: Do you think local autonomy  
9 | is important, that County Boards should operate the  
10 | schools?

11 | MR. TAYLOR: It depends on your definition  
12 | of local autonomy. According to the taxpayers in the  
13 | country, the definition has been based on past experience  
14 | When we had the small one-room school, we had local  
15 | autonomy. When the County Board was developed, they  
16 | thought they had lost the local autonomy. There is no  
17 | question in my mind that people feel they have lost it  
18 | and they feel that they should have more. There is  
19 | some question in my mind as to whether or not/<sup>they</sup> are  
20 | misinterpreting the facts today and if/<sup>there</sup> is local  
21 | autonomy, then we should attempt to make use of it.

22 | MR. HILL: I suspect you are wondering  
23 | should the education system be run from Toronto? Or  
24 | should it be run from the County?

25 | THE CHAIRMAN: You are suggesting the  
26 | sole costs be paid by the Province. How do you  
27 | reconcile that with local autonomy which most people  
28 | want?

29 | MR. TAYLOR: They don't have local  
30 | autonomy now in terms of money. <sup>Once</sup> 50 percent of it







1 comes from another source, / <sup>then</sup> the Province can call  
2 the tune. What more are we going to lose?

3 THE CHAIRMAN: I think ceilings have been  
4 set provincially, on the monies that go to the Boards.  
5 They allocate it in the way they want. Theoretically it  
6 is not 100 per cent white or black. I gather you still  
7 want this to be run by the municipality.

8 MR. TAYLOR: Certainly. We feel that the  
9 people that can or could be elected and are being  
10 elected to the County Boards, could be responsible  
11 people to handle the affairs, if the money were  
12 apportioned on a per capita basis from the provincial  
13 treasury or from / <sup>the</sup> provincial end. And they could be  
14 responsible enough people / <sup>through</sup> the electors and the  
15 taxpayers, they could handle it and theoretically  
16 exercise total local autonomy.

17 THE CHAIRMAN: Historically, that has never  
18 happened where someone didn't have to  
19 raise the taxes, has really spent the money well. The  
20 American management definition of the Golden Rule ..  
21 "He who has the gold has the rules". I question if  
22 the province is going to pay 100 per cent of the cost  
23 there will be any local autonomy left.

24 MR. TAYLOR: That is the situation presently.  
25 <sup>they</sup>  
26 Once / pay more than half of it and they make the rules.  
27 Under the democratic system, the rules are the voice  
28 of the majority and the person who has more than half  
29 of the total income or more than half of the total  
30 interest from other source, he is going to call the  
tune.





1 MR. HILL: Excuse me. What I was going to  
2 say is this is really a matter of government policy.  
3 As I understand the rules now, the authority lies with  
4 the Minister of Education and he allows the municipalities  
5 or the people in the municipalities to make some  
6 decisions.

7 As far as the Community Colleges, it seems  
8 to me that the government provides all of the money now,  
9 but that local people make a great deal of the decisions.  
10 I think the government makes grants to the universities.  
11 They don't have a great deal of say in how the  
12 universities are run. It seems to us that there is no  
13 real reason why a group of people who are elected in  
14 the municipalities couldn't simply devote their attention  
15 to getting the best education they can get for the  
16 amount of dollars they were allocated. If the money  
17 was allocated on the basis of so much per pupil, their  
18 responsibility then would be to get the best education  
19 for that amount of money that they could.

20 THE CHAIRMAN: The responsibility of a  
21 local Board is defined by Statute now, so we can judge  
22 what autonomy they have. One of the things that  
23 interests us is how money is raised and how it is  
24 spent. I am just wondering -- you are quoting some  
25 figures in here and I am just wondering what the source  
26 of these figures is because we will have to check them  
27 and reach our own.

28 Do you use the Dominion Bureau of Statistics  
29 or what are your sources?  
30





1 MR. HILL: What figures are you talking  
2 about?

3 THE CHAIRMAN: When you speak of 40 per cent  
4 of taxable income and so on. You mention no source of  
5 data so we can check it against our own study.

6 MR. HILL: The figures were from the  
7 Provincial Government Treasury Office.

8 MR. ARSENAULT: On that matter, Mr. Chairman,  
9 are you referring -- this is on page 2 of your brief --  
10 it is mentioned that farmers paid 40 million in property  
11 taxes. You mention for education and it would mean  
12 that they pay roughly close to 80 million in municipal  
13 and education tax out of taxable income of 103 million.

14 MR. HILL: That is right.

15 MR. ARSENAULT: I don't question the figure.

16 MR. HILL: This is the very point of the  
17 whole inequity of the system. They are paying more  
18 in property taxes than <sup>they get</sup> in income and, therefore,  
19 they have to borrow or sell property, borrow money from  
20 the bank or sell property to pay the taxes and live.

21 MRS. FARR: Just on that point, for  
22 clarification now, Mr. Chairman, on page 2 there where  
23 you state the average taxes of a group of farmers and  
24 then you state the tax of a doctor, lawyer, bank manager,  
25 etc. Farmers' taxes would be deductible from their  
26 income tax, would it not?

27 MR. HILL: Yes, that is part of the cost  
28 of doing business on a farm.

29 MRS. FARR: Wouldn't that make up for the  
30 difference, or don't you feel it does?







1 MR. HILL: We don't feel it does.

2 MRS. FARR: If it wasn't deductible, his  
3 income would be considerably larger.

4 MR. HILL: It is part of the cost of doing  
5 business, the same as a man who runs a store. His  
6 taxes are deductible because he has to have his store  
7 to run his business. It is a cost of operation.

8 MRS. FARR: What I am coming at, he has a  
9 house he lives in, the same as any other person does,  
10 and his taxes wouldn't be deductible. You don't think  
11 this makes up the difference?

12 MR. HILL: We don't think it comes even  
13 close to making up the difference, no. Sure, there is  
14 some slight advantage, there, to the farmer in that he  
15 does have tax-free on his house, or at least he is able  
16 to claim this as a deduction on his income tax, but one  
17 of the reasons for this, of course, is because he is  
18 not assessed on that basis. There isn't a separate  
19 amount for his house. At the present time there is  
20 no way of separating. I suspect it might cost more to  
21 separate them than the revenue, the additional revenue  
22 that would be achieved.

23 THE CHAIRMAN: The taxes on a house are a  
24 deductible expense/<sup>of</sup> operation?

25 MR. HILL: The total taxes.

26 THE CHAIRMAN: And the 25 per cent rebate  
27 which includes the assessment on a house. How about  
28 the other things on a farm? Are these all deductibe  
29 expenses? I assume they would be.

30





1 MR. KING: A percentage. What is called a  
2 reasonable percentage.

3 THE CHAIRMAN: Is it fixed or variable?

4 MR. KING: It is variable, like a motor car.

5 THE CHAIRMAN: So a farmer pays his taxes  
6 differently than an urban dweller?

7 MR. KING: Yes. The home and the business  
8 are tied together. Even a business in town is not  
9 quite like that, at least most are not. In some areas  
10 we are taxed like businesses and in some areas we must  
11 be taxed like home owners. In some ways we are a  
12 compromise.

13 THE CHAIRMAN: What percentage of our  
14 population live on a farm? I am an old farm boy.

15 MR. HALE: Approximately five per cent.

16 MR. HILL: It would depend on what you call  
17 a farm.

18 THE CHAIRMAN: I call Lawrence Kerr a  
19 farmer, an ex-farmer. (Laughter).

20 MR. HILL: The Statistics Canada consider  
21 a farmer to be anyone who sells more than \$50 in farm  
22 produce.

23 MR. HALE: One acre of land.

24 MR. HILL: On this basis there is somewhere  
25 about 96,000 farmers in Ontario. We are suggesting  
26 this isn't a very accurate description of today's  
27 farmer.

28 THE CHAIRMAN: The five per cent you  
29 mentioned, is that based on Statistics, Canada figures?

30





1 MR. HALE: It is a broad definition of a  
2 farmer, anyone who sells more than \$50 of agricultural  
3 products and has one acre of land is considered a  
4 farmer in the broad sense by Statistics Canada. If you  
5 want to refine the term and talk about commercial  
6 farmers, well then, the percentage would change  
7 considerably. I guess there are only about three-  
8 quarters of the total figure that would be in the  
9 definition of a commercial farmer. These are approxima-  
10 tions. We haven't got figures yet. They are supposed  
11 to be coming any day..

12 MR. HILL: The most recent Census was  
13 supposed to classify them in different income groups  
14 and as soon as that, the report is ready, we will be  
15 able to get more accurate figures.

16 MR. KERR: What percentage of Ontario's  
17 farmers are paying income tax in the most recent year?

Belt 27

18 MR. HILL: I think about a third, about  
19 35,000 was the last figure.

20 MR. HALE: Yes.

21 MR. HILL: This was the last figure we have.  
22 That could have been for a good income year.

23 MR. KERR: Is this figure going up or going  
24 down?

25 MR. HILL: I can't answer that accurately.

26 MR. TAYLOR: Is that paid income tax?

27 MR. HALE: Paid income tax.

28 MR. TAYLOR: Paid tax.

29 THE CHAIRMAN: The reason I ask --  
30







1 MR. HALE: That was the year 1969-70.

2 THE CHAIRMAN: The reason I ask is where  
3 you paid something like 40 million dollars in that year  
4 local taxation for education, where it is 881 million.  
5 Which means the farmers are paying something like five  
6 per cent of the total dollar raised locally for  
7 education.

8 Over half the cost of education, or  
9 approximately half the cost of education in that year  
10 was paid for by -- paid to the Boards by property owners  
11 and that money was raised by income tax and all the  
12 sources available to the provincial government, so that  
13 the total cost of education isn't supported by the  
14 residential taxpayer.

15 MR. HALE: We are well aware of that.

16 THE CHAIRMAN: Do you have those figures  
17 there?

18 MR. HALE: Our figure is 794 million, or  
19 something like that.

20 THE CHAIRMAN: The figures for '69, '70 and  
21 million in  
'71 raised by local taxation, 857/1969; 881 in 1970; and  
22 826 million in 1971, which shows that the total amount  
23 raised by income tax in 1971 was lower than 1969, so  
24 that it is the other sources of taxation that are making  
25 up the difference. The total cost of education.

26 MR. TAYLOR: Mr. Chairman, this is the crux  
27 of the argument. I mentioned a short while ago that  
28 the government is already paying a major share, coming  
29 out of taxation. So the local autonomy we have as by  
30 minority payment is somewhat debatable. Of course,





1 these figures you are quoting include taxation from  
2 urban centres, all taxation, all property taxes, all  
3 sources. Business and commercial, the whole gambit.

4 MR. HALE: I think <sup>under</sup> the legislation that  
5 governs education in Ontario, there are provisions in  
6 pretty near every area for the Minister to exercise his  
7 powers on hiring administrators, exercise the veto  
8 power by established precedents. Albeit there is only  
9 part of the spending, there is a lot of money outside  
10 of that ceiling over and above ordinary expenditure.

11 THE CHAIRMAN: I think the Minister's powers  
12 are -- I am not sure. I have been a Trustee for about  
13 five or six years. The ceilings are set provincially.  
14 For a senior administrator all he does is pass on his  
15 qualifications and the Board still chooses a man they  
16 want. They must choose a man with qualifications. I  
17 don't think the Minister has the power to veto his  
18 appointment, assuming he is qualified.

19 MR. TAYLOR: The Board has to get permission  
20 before they can let him go.

21 DR. McCARTHY: Under Section 81 of the  
22 School Administration Act, any appointment at the  
23 administrative or supervisory level, requires the  
24 Minister's approval and any dismissal also requires that  
25 he approve it, but in fact the Minister has never vetoed  
26 any recommendation of a candidate for a supervisory or  
27 administrative post if he holds qualifications.

28 As you know, we have had a couple of cases  
29 recently where local Boards have decided to dismiss an  
30 administrator, and in one instance this went before a





1 Judge for hearing and the parties reached an agreement.  
2 There is one before the Courts at the moment, but the  
3 Minister hasn't exercised his power either under this  
4 Section/<sup>or</sup>on the basis of the things brought into Court.  
5 So therefore, he has not been involved.

6 MR. HALE: But he can, if he wishes.

7 DR. McCARTHY: Under the Act he has the  
8 power.

9 MR. HALE: It is the same thing with regard  
10 to the ceilings. As I recall, this was brought into a  
11 conglomeration of administrative changes and amendments  
12 and it was passed before anybody was there, that he had  
13 the power to establish ceilings, and he assured every-  
14 body far and wide "We will never use it." Within a  
15 year he imposed ceilings. He can do as he pleases  
16 pretty near in any area and the local Board, you know,  
17 when you talk about autonomy, they have the autonomy  
18 really to spend about five per cent of their annual  
19 budget, because the rest of it is locked in salaries,  
20 construction and debt payments. They are playing with  
21 peanuts.

22 THE CHAIRMAN: You are really talking about  
23 flexibility, rather than autonomy now. I know what  
24 you mean and I agree with you.

25 DR. McCARTHY: I think there is a point  
26 that should be questioned here and that is the passing  
27 of that legislation which resulted in the ability to  
28 impose it. This was legislation that went before the  
29 Education Committee of/<sup>the</sup>Legislature. There were  
30 hearings on it there. It wasn't anticipated at the







1 time it would have to be used, but there was no doubt in  
2 anybody's mind when they looked at it that that authority  
3 was being given, if it was decided at a later date to  
4 use it. You are talking here about a change of Statute,  
5 and that means you have got to have your elected  
6 legislature have the ability to change the Statute.  
7 So there is an awful lot of authority in the Act now  
8 for local school Boards to exercise the possibility,  
9 but if the legislature decided to change it, you are  
10 quite right, they can amend the legislation, but that  
11 is a principle that applies to any level of democratic  
12 government.

13 MR. HALE: We are quite aware of this, that  
14 is why we say people in municipal council, the formation  
15 of government is strictly a child of the provincial  
16 legislature. The provincial legislature has the power  
17 to change any of this and there is evidence they will  
18 and can implement it during the last few years.  
19 Basically it has been for the good of education. I am  
20 not denying this, but you know, what you mean by local  
21 autonomy. There is nothing really left. I sit on  
22 the biggest School Board in the province and when it  
23 comes down to anything to really do, we have one thing  
24 we do all year, strike a budget and we have been told  
25 in advance how much it can be.

26 DR. McCARTHY: There is an important  
27 principle I think you are leaving out there. There is  
28 the right to establish programs and so on. For  
29 example, I think it is a significant bit of authority  
30





1 for your Board to decide whether you have a French  
2 program or not.

3 MR. HALE: I agree with that. We are still  
4 hung up on the constraints that you only have X number  
5 of dollars and if you have got that spent on the  
6 existing program, how can you start new ones? Which  
7 ones do you eliminate to start them? These are  
8 decisions I have --

9 THE CHAIRMAN: That is the problem I have  
10 with the family budget, flexibility.

11 MR. HALE: Local autonomy is really an old  
12 pious saying.

13 THE CHAIRMAN: We certainly appreciate your  
14 taking a survey to get opinions. Could you tell us  
15 the total number of questionnaires distributed and the  
16 number returned to you, so that we can get a fix on it.

17 MR. HALE: We would be guessing at the  
18 number distributed. I think the reason that we are  
19 guessing is that some of our -- we distributed the  
20 questionnaire using farm organizations which numbered  
21 42 and we distributed them to each of our delegates  
22 at the Annual Convention, which was about 350.

23 MR. HILL: At the Convention they were  
24 merely available and anybody -- they were advised they  
25 were in a certain location and anybody who wanted one  
26 was invited to pick one up.

27 MR. HALE: They were advised to turn them  
28 in but they didn't turn them in. What happened was  
29 through our count out was through some areas they  
30 took it and published it in a local paper, and anybody





1 in the area could take it out of the paper and answer it  
2 so that was applied several times.

3 THE CHAIRMAN: Would you say there is a  
4 good cross-section of opinion?

5 MR. HALE: We got answers from all parts of  
6 the province and good studies in the areas. We entered  
7 into dialogues with the other local school boards,  
8 administrators and trustees in many areas.

9 MR. KERR: What was the number of responses,  
10 Jack?

11 MR. HALE: Oh, by -- roughly speaking we  
12 would have had in total, actual pieces of paper returned,  
13 in the neighbourhood of 100 or 125, something like that.

14 THE CHAIRMAN: In your organization, did  
15 you approve the ceilings on educational expenditures?

16 MR. HILL: I am not sure we considered it  
17 as an organization, but I would think that if you took  
18 the opinion of people involved in our organization,  
19 the majority would be in favour.

20 MR. KERR: The questionnaire was 90 per cent?

21 MR. TAYLOR: There was no doubt in the  
22 return we got back that people approved the ceiling,  
23 but maybe the reasons they approved it were not necessarily  
24 the same as ---

25 THE CHAIRMAN: Your organization has not taken  
26 a position on this?

27 MR. HALE: Not an official position yet.

28 MR. TAYLOR: We just haven't made a public  
29 statement on it.

30







1 MRS. FARR: Mr. Chairman, in preparing the  
2 questionnaire, was there any explanation with it, or  
3 just this piece of paper that we have?

4 MR. HALE: There was a covering letter  
5 explaining why we were doing this. It explained what  
6 use would be made of the material as well.

7 We wished them -- how we wished them to use  
8 it. We asked them to get in touch with the school  
9 board officials and trustees, parents in the area who  
10 are involved in schools; to get an honest reaction to  
11 the questionnaire.

12 MR. HILL: In the municipal councils.

13 MRS. FARR: I was just wondering how they  
14 understood it. For instance, the one, No. 14: "Opinion  
15 as to desirable teacher-pupil ratios." Almost  
16 everyone talks about a different thing when they talk  
17 about that.

18 What do you think the people answering it  
19 when they reply to 25 or 30?

20 MR. HALE: They probably meant whatever  
21 they understood that to mean. (Laughter)

22 MR. TAYLOR: I think the majority of them  
23 were talking about the teacher and the classroom the  
24 teacher works in, not the breakdown in terms of total  
25 teaching staff versus total number of students. It  
26 wasn't until some groups got into it in some detail  
27 discussing this, that they realized there were two  
28 different sets of figures. They had not a grasp of  
29 the knowledge.  
30





1                   Why I say this, is our County education  
2       committee was in the Federation and they met to discuss  
3       the question and brought in a couple of teachers, and  
4       brought in school board people, and we had more people  
5       than we've got in this room right now doing an evening's  
6       discussion on it. And this educated a lot of people  
7       both ways.

8           It came home to us           to suddenly realize there  
9           was two ways that question could be answered. I think,  
10          in general, the people were thinking of classrooms and  
11          the number of people in a classroom. One of the points  
12          that came out in that particular County was the large  
13          discrepancy between the pupil-teacher relationship in  
14          secondary versus primary schools, which       the local  
15          farm people involved did not realize there was.

16 MRS. FARR: I suppose they became aware of  
17 the fact the pupil-teacher ratio is quite  
18 different than the number of students in class?

19 MR. TAYLOR: It can be whatever somebody  
20 wants it to be.

21 MRS. FARR: It does not usually publish  
22 the number of children.

23 MR. TAYLOR: Figures don't lie, but farmers  
24 don't trust figures. It depends what you put down on  
25 paper.

26 MR. TROWELL: I think that is a commonly  
27 held misunderstanding. I don't think <sup>it</sup> is exclusive to  
28 rural areas at all.

29 DR. PHILLIPS: Mr. Chairman, the question





1 on the table, the table/<sup>that</sup>was submitted with the first  
2 brief, Education Taxes in Ontario. This is toward the  
3 end of the first brief. Just a couple of explanations  
4 or explanatory questions.

5 In the first line we have farm productivity  
6 increased by -- Industrial productivity increased by.  
7 I just wonder if you would tell me what is involved in  
8 productivity? What is productivity as it is used  
9 there?

10 MR. HILL: I am not sure of the source of  
11 those figures, but I think they would be from Statistics  
12 Canada. I think they would refer to the productivity  
13 per worker in dollars.

14 MR. KING: I suspect in dollar volume, because  
15 there is no other real way of measuring it.

16 MR. TAYLOR: That is the way that Statistics  
17 measure it, D.B.S. Statistics.

18 DR. PHILLIPS: Lower on the table under  
19 the heading "Increasing Burden of Education Taxes on  
20 Farmers," about halfway down the table, I have a little  
21 difficulty interpreting it, especially without a source  
22 given.

23 Can you tell me what the source was there?

24 MR. HILL: Once again it would be Statistics  
25 Canada and the net income would be average income.  
26 That is average income for the year.

27 DR. PHILLIPS: Yes.

28 MR. HILL: The education tax would be the  
29 average tax, average education tax, per farmer.  
30







1 MR. HALE: A particular farmer. This is  
2 actual net income and those are his actual taxes.

3 DR. PHILLIPS: That is an actual example  
4 of one farmer?

5 MR. HALE: Yes.

6 MR. ARSENAULT: How do you reconcile these  
7 figures in that schedule with the claim on page 2  
8 where it is referred that the taxable income is just  
9 over 103 million, and on this schedule here you show  
10 the total net income in 1969 of 447 million, and there  
11 is not that much difference between net income and  
12 taxable income?

13 In the middle of the page, reference to  
14 municipal taxes as percentage of Personal (net) Income  
15 is shown as 12 per cent, whereas on page 2 you are  
16 talking about education taxes only of 40 million paid  
17 out of 103.

18 MR. HILL: I'm not sure I follow you.

19 MR. HALE: Education taxes are not paid on  
20 income, they are paid on the property.

21 MR. ARSENAULT: But you are talking ---

22 MR. HALE: So are municipal taxes and there  
23 is no relationship between the two.

24 MR. ARSENAULT: You are referring to income  
25 on page 2 where you say, farmers paid 40 million in  
26 property taxes for education, while they earned --  
27 talking of income -- taxable income of just over 103  
28 million. On this schedule you are showing the total  
29 net income of farmers, 447 million dollars.  
30





1 MR. HALE: 330 some million are  
2 farmers who don't make enough to pay taxes.

3 MR. TAYLOR: That is not taxable income  
4 in terms of the income.

5 MR. HALE: A lot of farmers make 400 and  
6 some million.

7 MR. TAYLOR: The total net return income  
8 is not large enough to be taxable.

9 DR. PHILLIPS: Does this mean they don't  
10 pay any tax or is the income locked in with the income  
11 from other sources?

12 MR. HALE: They don't pay income tax. Two-  
13 thirds of your farmers don't pay income tax.

14 MR. KERR: Mostly because they don't have  
15 a taxable income.

16 MR. HILL: They simply don't have enough  
17 income to come into the classification.

18 DR. PHILLIPS: This includes this enormous  
19 group of people under the Statistics Canada definition?  
20 Anybody who produces more than \$50 of goods for sale  
21 is a farmer?

22 MR. HALE: That is right.

23 MR. ARSENAULT: On page 2 again you are  
24 of those  
25 including in the 40 million the taxes/who have no  
26 taxable income. I think it is a bit out of line.

27 MR. TAYLOR: They still have to pay taxes.  
28 There is where the inequity is.

29 MR. HALE: They have no income to cover  
30 their living, which is your exemption and yet they have





1 to pay these taxes.

2 MR. ARSENAULT: You are comparing total  
3 taxes with taxable income of only certain farmers.

4 MR. HALE: The total taxable income.

5 MR. ARSENAULT: Which only belongs to a  
6 certain group of farmers.

7 MR. HALE: That may be, but it is still the  
8 total available.

9 DR. PHILLIPS: A man owns an acre and  
10 produces \$50 worth of goods and works in town, he would  
11 pay income tax. Presumably any profit he made on his  
12 \$50 worth of produce would<sup>be</sup> personal income which would  
13 be taxable.

14 MR. TAYLOR: An infinite amount.

15 DR. PHILLIPS: He would not be declared as  
16 an income tax paying farmer, he would be declared a  
17 wage earner.

18 MR. TAYLOR: That wouldn't be in the farmer  
19 Statistics.

20 DR. PHILLIPS: In other words, a lot of  
21 these people classified as farmers may -- the smaller  
22 part of their income is earned on farms.

23 MR. HALE: The situation is that Statistics  
24 Canada have used figures that are reflected from income  
25 tax returns. Everybody has to make one whether they  
26 pay tax or not, particularly a farmer who is in business  
27 and if the return is made as a farmer, then it is  
28 within these figures. If the return is made as a wage  
29 earner, it is not within these figures, despite the  
30 definition of a farmer. It is based on the income tax







1 return.

2 DR. PHILLIPS: It seems to me there is a  
3 possibility that our definition or our number showing  
4 how many farmers there are overstates the case as far  
5 as telling us how many farmers there are, who make less  
6 than enough to pay income tax on.

7 MR. HALE: This is possibly true, in the  
8 definition of a farmer.

9 MR. HILL: I would think that a number of  
10 people who qualify as a farmer because of the \$50 in  
11 sales, would be people who are living in retirement.  
12 They would live on the edge of the town and they probably  
13 wouldn't be earning other income unless they had invest-  
14 ment income, but in a large proportion they would be  
15 retirement people. They would be classified as a farmer.

16 DR. McCARTHY: I wonder if Mr. Hale could  
17 tell us of the 40 million in property tax, what propor-  
18 tion is paid by the one-third that pay the 103 million  
19 income tax?

20 MR. HALE: I don't know.

21 DR. McCARTHY: It could be that 33, just for  
22 a figure, 33 million dollars is paid by one-third of the  
23 people who pay 103 million income tax.

24 MR. HALE: There is no reason to believe  
25 that, because taxes are based on the property and not  
26 on income. If a man has a big farm and no taxable  
27 income, he can pay a hell of a big property tax. There  
28 is no relationship.

29 DR. McCARTHY: It would be useful to know  
30 what that relationship would be.





1 MR. HILL: I don't know how you would  
2 determine it. There is no source. I wouldn't know how  
3 you could sort those out.

4 MR. TAYLOR: There is no way.

5 MR. HALE: We get the figures from D.B.S.

6 DR. McCARTHY: You see the point I was  
7 striking, I was trying to show what part of the 40 was  
8 paid by the people who don't have any taxable income.

9 MR. HALE: I don't see its relevance, really,  
10 because actually what we are trying to do is show in  
11 general terms that from a group that has a total  
12 taxable income of X number of dollars, that the proportion  
13 of that whole group that have that much taxable income,  
14 this much has to be paid in property tax. You can  
15 double it and say 80 million. It doesn't matter whether  
16 it comes from the fellow who is making the income or not.  
17 It is within the group.

18 DR. McCARTHY: I think it does matter to  
19 the individual. If a great big proportion was paid by  
20 people with taxable income, that would mean the others  
21 would be relieved of it. You say that isn't so, but  
22 I don't know.

23 MR. HALE: They just apportion it from the  
24 two-thirds who don't have taxable income.

25 MR. HILL: I think this example on the last  
26 page -- that I was confused about the source of the  
27 figures before until Jack reminded me where they came  
28 from. I recall this instance now and I would think  
29 that this farmer -- I know him personally and know  
30 where he lives and know his farm -- I would think that





1 he would be -- he is not one of the larger farmers.

2 I would think that he would be fairly close to an average  
3 farmer and this shows his experience of what has happened  
4 to him over the years.

5 MR. KERR: In this particular example and  
6 the figures that are shown on page 1 dealing with  
7 Examples of Taxes Paid for Education by Farmers as  
8 compared to Non-farmers, and the others dealing with  
9 Lennox and Addington, possibly coming very close to  
10 depicting the truth. In fact, I feel that they are  
11 reasonably accurately based, but statistically they  
12 are not very soundly based.

13 Has the Federation considered going to the  
14 University or going to the Minister and asking for a  
15 well based economic study of a couple of Counties or  
16 a couple of Townships in comparison with the City or  
17 Towns in that area? Something that would give us really  
18 a more comparable basis to look at this problem.

19 MR. HILL: We haven't asked for this and  
20 I suspect one of the reasons we haven't asked for this  
21 is that in our opinion this is a political decision  
22 rather than an economic decision, that has to be made.  
23 Perhaps we are not correct in this. Perhaps if we had  
24 such a study, you know, this study could be used to  
25 present more political pressure. Perhaps it would be  
26 a good idea if this were done, but we have not asked  
27 that it be done.

28 THE CHAIRMAN: Gordon, I am not sure  
29 where this statement was made, but you don't relate  
30







1 education to ---

2 MR. TROWELL: I can't hear you.

3 THE CHAIRMAN: Do you <sup>not</sup> think a well-educated  
4 farmer and the research that is being done, that is  
5 being included in the total cost of education, has to  
6 do anything with productivity of the farmer concerned?

7 MR. HILL: Yes, I suspect that it has, but  
8 the benefit that accrues to people who own the property  
9 rather than to the property. The education and the  
10 information that is available has been of benefit in  
11 increasing productivity in all of the different things.  
12 The benefit accrues to the people who own the property.  
13 Whether I know anything or not, it doesn't matter to  
14 my farm land, it matters to me. You know, if I can  
15 improve the operation of my farm and increase the  
16 efficiency of my farm land, I get the benefit. As far  
17 as the land or the property is concerned, it doesn't  
18 mean anything to it.

19 THE CHAIRMAN: That is true of resources  
20 in Canada. If you go back two or three hundred years  
21 without education they were producing very little, a  
22 subsistence living. They improved the education level  
23 in Ontario and increased productivity.

24 MR. HILL: The benefit has accrued to people  
25 and we say, therefore, it should be the people who pay  
26 according to their ability to pay.

27 DR. PHILLIPS: The tax on property is really  
28 a tax on the owner of the property.

29 MR. HILL: Yes, but it is not related to  
30





1 his ability to pay.

2 MR. HALE: It is very discriminatory because  
3 it is only a certain type of property. Oil paintings,  
4 diamonds, Cadillac cars, boats, stocks and bonds are  
5 far more valuable property than a house on a lot, yet  
6 they are tax free as far as specific tax payable.

7 DR. PHILLIPS: This may have possibly been  
8 answered on page 2 near the top. I ask is that  
9 including tax paid on the home and the business premises?

10 MR. HALE: The total tax paid.

11 THE CHAIRMAN: I gather you have seen an  
12 improvement in the quality of education since the  
13 County system went in? I think this comes out in the  
14 brief.

15 MR. HILL: This was recognized in / <sup>the</sup> brief.

16 THE CHAIRMAN: Do you believe in the  
17 provincial goal of equal opportunity in education  
18 and redistribution for equalization?

19 MR. TAYLOR: Absolutely. This was one of  
20 our policies for the last half dozen years before this  
21 came in.

22 THE CHAIRMAN: I think a lot more of the  
23 educational dollar is going into the rural areas  
24 bringing it up <sup>closer</sup> to the standard of the urban areas.

25 MR. KING: I think ~~we~~ have to take the lead  
26 in this in asking for this, because the generation  
27 that is being educated now is spread right through the  
28 gam: of society and is not being specifically trained  
29 to come back to the farm. Therefore, I think we are  
30 quite within our rights to ask for equal education





1 for all students, regardless of their -- where they  
2 live, the conditions under which they live. In other  
3 words, if we have to bus children to school, we think  
4 this should be a burden on society equally.

5 THE CHAIRMAN: I don't think there is  
6 really any disagreement in that, that the children  
7 should not have equal opportunity within practical  
8 limits. I don't think you could give a child in  
9 Moonbeam, Ontario -- up near Hurst -- exactly the same  
10 education you give a child in Metropolitan Toronto,  
11 but, hell, he might grow up to be a better<sup>rounded</sup>/human being  
12 because he spends half his time hunting.

13 MR. HALE: Someone comes from a town east  
14 of Toronto, 191 people, so this is --

15 THE CHAIRMAN: There is a<sup>study</sup>/saying most great  
16 men come from a farm background.

17 MR. HALE: It is very solidly based.

18 THE CHAIRMAN: They know the value of a  
19 dollar.

20 MR. HALE: Before you get off that point  
21 <sup>of</sup> about the equality/ opportunity, if it is based on  
22 the availability of resources, as it is reasonable it  
23 would be expected to be, if you have the financial  
24 resources to grant equal -- I presume this is what the  
25 government means and I know it is what we mean, that  
26 they have an equal opportunity to be exposed to a  
27 variety of courses and programs and so on. This requires  
28 an equal amount of dollars.

29 If an appreciable amount of resources  
30 for education have to be raised on the local level,







1 and taking into consideration the variety of resources  
2 available to the various municipalities, you will never  
3 achieve it. The only way you will achieve it is by  
4 having the resources/<sup>come</sup>from a central pool and have equal  
5 resources available to all.

6 THE CHAIRMAN: Don't the equalization grants  
7 work it out on the basis of so many dollars per pupil  
8 to do that?

9 MR. HALE: They move closer to it.

10 THE CHAIRMAN: There is no perfect system  
11 of taxation that I know of.

12 MR. HALE: They move closer to it.

13 THE CHAIRMAN: If you have a low assessment,  
14 you get a high grant, and if you have a high assessment/<sup>you</sup>get  
15 a low grant. It is intended to equalize it.

16 MR. TAYLOR: This is one of the roots of  
17 the problems since the County Board system came in and  
18 upset the farm population. The system has been designed  
19 so a low assessment was desirable and therefore they  
20 get the assessments lowered. The equalization factor  
21 is applied under the new County Board system and  
22 suddenly these guys had a doubling of their taxation  
23 for education purposes on their property.

24 I am not trying to say that it didn't help  
25 to equalize the load, but in some cases it was the root  
26 of another problem that nobody seemed to notice until  
27 it was applied and really caused a backlash in the  
28 country two years ago when it first came out. This  
29 was the beginning of our whole exercise.





1 As you recall, we put on a campaign to  
2 withhold taxes to get the government to do something  
3 they  
and/brought in a 25 per cent rebate.

4 THE CHAIRMAN: Most of my relatives are  
5 farmers and I could ask them the answers to most of  
6 these questions. It seems that farm opinion seems to  
7 be against higher qualifications, looking at question 6,  
8 for teachers, which is a policy in the province at the  
9 present time. That surprises me. Would you prefer to  
10 go back to the period of the shortage when a girl out  
11 of grade 12 was/<sup>given</sup> two or three weeks training and they  
12 turn her loose -- I shouldn't say turned her loose  
13 because some of them turned out to be very fine teachers  
14 -- let's face it.

15 MR. TAYLOR: I know what you are getting at,  
16 but I refer you to the second last paragraph on that  
17 same brief -- the third last paragraph, the second  
18 from the top of the page, on page 7 where it says:

19 "It may well be that farmers would regard  
20 so-called progressive educational techniques  
21 rather more favourably if their share of the  
22 cost were equivalent to the share borne by  
23 non-farm ratepayers. Cost will still remain  
24 a factor in their attitude, as well it should  
25 be -- for the benefit of education must  
26 always be weighed/<sup>against</sup> the costs of education--  
27 but unfair taxes would no longer distort their  
28 outlooks."

29 I propose/<sup>the</sup> answer to that question is  
30





1 distorted because of the cost of education the farmers  
2 are having to pay. A teacher with a B.A. is going to  
3 cost us more money and we have to pay more taxes.  
4 This is item No. 1. Whether it is going to be a better  
5 education ---

6 THE CHAIRMAN: In principle do they favour  
7 higher qualifications?

8 MR. TAYLOR: As an individual. If their  
9 views are not distorted by this particular situation,  
10 I put a lot more credence in that than a lot more  
11 people are prepared to give this point.

12 MR. KING: If I may, I think perhaps being  
13 the only college graduate along here myself, I can say  
14 this.

15 THE CHAIRMAN: You are in trouble.

16 MR. KING: I think there is a fairly broad  
17 spectrum across the farm populus that is a little bit  
18 suspicious of an Arts College Degree.

19 THE CHAIRMAN: You must have a Bachelor of  
20 Science in Agriculture.

21 MR. KING: Yes. I think that maybe this  
22 picture is a little bit distorted from this area too,  
23 in that there is a segment across the farming area  
24 that is a little bit suspicious of what they feel is a  
25 non-practical training. You can feel it.

26 MR. HILL: Don't you think, John, also  
27 that many of our people would not necessarily agree  
28 that a University Degree was a qualification for  
29 teaching? I think our people want well-qualified  
30 teachers, but I don't think they necessarily associate







1 a B.A. and a good teacher together.

2 THE CHAIRMAN: I think they are right.

3 MR. KING: This is partly what I was trying  
4 to say.

5 THE CHAIRMAN: I have known Ph.D.'s who  
6 couldn't teach.

7 MR. TAYLOR: Let's face it, the public  
8 image of the University attendant today, some of those  
9 that seem to hit the papers, is not conducive to -- I  
10 don't want my children taught by that type of person.  
11 This could flavour this type of decision.

12 DR. McCARTHY: I think there is a basic  
13 philosophy in comparing a person with Grade 13 and one  
14 year's professional, with a degree person in saying we  
15 are not sure a degree makes it better, but for that  
16 same person would you not agree that if that one person  
17 had a B.A. as opposed to Grade 13, that you are likely  
18 to have a better teacher? I think that is where the  
19 comparison ought to be made.

20 MR. KING: I think you are quite right.  
21 All I was suggesting was that this comparison may be a  
22 little bit distorted.

23 DR. McCARTHY: The Bachelor <sup>of Science</sup> Degree also  
24 qualifies.

25 MR. KING: Yes.

26 MR. TROWELL: I think what John is saying is  
27 that while this may be desirable to have these kinds of  
28 things, there is a substantial body of people -- again,  
29 it is not exclusive to agricultural areas -- who still  
30 have this kind of feeling about it. I think that that





1 is a fact and we had better understand it.

2 MR. HILL: I think people want a better  
3 system of grading teachers than just the number of  
4 letters they can apply to the end of their name.

5 MR. TROWELL: That brings us to the whole  
6 question of quality of education. On page 2, Item 3,(d)  
7 72 per cent felt the quality of education had not gone  
8 up. As a Committee, one of the difficulties we are  
9 all encountering is how do we set acceptable criteria  
10 for measuring the quality of education in terms of the  
11 aims and objectives of education? Were any criteria  
12 provided to the respondents in terms of <sup>the</sup> / questionnaire?

13 MR. HALE: It just asks in a general way  
14 whether people felt that -- the quality has to be  
15 judged on the end result -- whether they felt that  
16 children were better educated now than 10 years ago.

17 MR. KING: Which would lead you a rather  
18 distorted picture too, because we rather hate to admit  
19 it if they are, as parents.

20 MR. TROWELL: There is a lot of emotion.

21 MRS. FARR: Will parents really be able to  
22 judge about <sup>their</sup> / own children? Would they have children  
23 graduating now and 10 years ago?

24 MR. KING: This would be most difficult  
25 because the result is so different and the training  
26 program is so different and I think the objectives are  
27 so different that a comparison is almost impossible.  
28 You know, this is simply a statement of opinion.

29 MRS. FARR: I really wouldn't know. I  
30





1 don't have children graduating now and 10 years ago.  
2 It seems some people with large families might be able  
3 to sort of look at their kids 10 years ago. With a  
4 smaller family they wouldn't have that long a span.  
5 You know, what are they basing it on?

6 MR. TAYLOR: They are probably basing it on  
7 their personal experience.

8 MRS. FARR: Which probably wasn't 10 years  
9 ago.

10 MR. TAYLOR: Maybe the question wasn't fair, but  
11 again, I perused these questionnaires before they were  
12 compiled into this, and as we said at the outset, some  
13 were answered from group discussions with school boards  
14 and / <sup>some</sup> individuals who put their own personal opinion  
15 down. I am quite convinced those who took the time to  
16 look into it were saying yes; those who just put their  
17 personal opinions, with a yes or no answer, were not.

18 MR. HILL: In addition to assessing their  
19 own children, they could be assessing children in their  
20 own neighbourhood or relatives.

21 MR. TAYLOR: Yes, this is typical of  
22 humanity over the times.

23 MRS. FARR: But we have increased the  
24 retention rate quite remarkably in the last 10 years or  
25 so. Kids, some of these kids graduated in 1970 would  
26 have been out of school --

27 MR. HILL: Drop-outs 10 years ago.

28 MR. TAYLOR: So the average could be lower  
29 now because of this factor.

30







1 MRS. FARR: I don't know. I would have  
2 thought that even so kids are better educated than they  
3 were.

4 MR. KING: I think there is an opinion here  
5 -- whether it is relevant or not -- to the value of the  
6 old one-room school in which a student while he was  
7 being exposed to Grade 3 was also, whether he liked it  
8 or not, exposed to Grades 4, 5 and 6 at the same time  
9 and saw his curriculum as part of a total picture.  
10 Again it is an emotional answer. As you suggest, Mr.  
11 Trowel, how do you compare one against the other. That  
12 is, the advantages of one against the other.

13 MR. TROWEL: That is one of the real  
14 problems everybody is facing is how do we get more  
15 factual information, something more objective and a  
16 little less subjective. The organization you represent,  
17 hasn't any thoughts or suggestions on how we can  
18 improve gathering of meaningful, useful information  
19 that will help us in certain crucial decisions, any  
20 recommendations?

21 MR. TAYLOR: If I might take a kick  
22 at that a little bit, Mr. Chairman, the question there  
23 indicates that there is a feeling in the country that  
24 they should go back to the three R's. Rightly or  
25 wrongly, I am not prepared to state, but that is the  
26 feeling. There is no question about that. Whether  
27 their conclusions are correct, I wouldn't like to state,  
28 but I do know as a member of the Parent Advisory  
29 Committee in our own area, that this is the big  
30 question that we keep getting from the parents. My





1 sister-in-law is a member of the Committee at a different  
2 school and they have the same problem. Kids don't know  
3 how to spell. This is Item No. 1 on the list. They  
4 then become concerned about the mathematics, but spelling  
5 is the first one. Let's face it, it is atrocious. Not  
6 too many can spell that word and they are going on to  
7 Grade 8 now.

8 MR. HILL: In addition to that, Bruce, I  
9 think they are concerned that the students can't spell  
10 but they are more concerned that the teachers can't  
11 spell! (Laughter)

12 MR. TAYLOR: That is where they learn from.

13 MR. HILL: You know, we talk about our  
14 children being better educated today than they were 10  
15 years ago or 20 years ago, but if we assume they are  
16 better educated, we still shouldn't be satisfied  
17 because conditions have changed dramatically and an  
18 education, you know, that would meet the needs of a  
19 person graduating 20 years ago is entirely different  
20 than the situation today.

21 A member of our Board of Directors was  
22 almost frantic in our office one day because of a list  
23 of work that his children had been required to look up  
24 in an encyclopedia. There were several of the questions  
25 that the child couldn't find any reference to in the  
26 encyclopedia. It turned out the reason he couldn't  
27 find anything, any reference in the encyclopedia was  
28 because the spelling on the list of questions was  
29 incorrect and he couldn't find words spelled that way  
30





1 in the encyclopedia. Therefore, he couldn't do his  
2 homework.

3 MR. TAYLOR: It was a mimeographed request  
4 for the project he had to work on.

5 DR. McCARTHY: Without minimizing the  
6 importance of teaching the three R's, which I recognize  
7 as the first requirement, the complaints you hear in  
8 this area have been repeated and I can document them  
9 for 150 years. I suspect 150 years hence that same  
10 claim is going to be made about the ability in these  
11 subjects. I still agree that we need to work towards  
12 improvement, but I think we can see a distortion of  
13 educational objectives with that complaint.

14 MR. KING: We may be working towards a  
15 society in which -- I think Holland is one that is an  
16 example -- in which a Committee sits down every couple  
17 of years and progressively changes spelling to bring  
18 it up with modern pronunciation. We in the English  
19 language may be doing the same thing. We can see a  
20 very gradual revolvment through the years, but it  
21 hasn't been promoted. It may be we are moving into  
22 that area, which is one that is foreign to us, <sup>as</sup> an older  
23 generation.

24 MR. KERR: Gordon, if it proves necessary  
25 to retain the property tax, would the Federation then  
26 be concerned over the increasing number of mobile  
27 homes and their exemption mostly from property tax?

28 MR. HILL: I suspect that if it became  
29 necessary, or if it was deemed necessary to retain the  
30







1 property tax, the Federation would be furious. I think  
2 they would be concerned about mobile homes. I think  
3 they would be concerned about people with speed boats,  
4 a number of things.

5 MR. HALE: Diamonds, paintings, all kinds  
6 of property.

7 MR. HILL: Mr. Kerr, I can't over-emphasize,  
8 you know, the feeling of frustration that our people  
9 have because of the property tax for education.

10 DR. PHILLIPS: Does your Federation have  
11 a view on the tax credit plan?

12 MR. HILL: We have taken a look at this and  
13 it does provide some further assistance to many farmers,  
14 particularly the old, lower income farmers, but it all  
15 depends on what happens to the property tax rebate. If  
16 that is modified or eliminated entirely, then we will  
17 be in a much worse off position than we are now, and we  
18 have not yet had a clear cut answer as to what is  
19 proposed. We have been promised that it will be retained  
20 until 1974, but then the word we have is that they  
21 intend to take another look at it and it may be modified.  
22 We don't know what this means. Frankly, we are not  
23 happy with a property tax credit. This is just another  
24 way of tinkering and attempting to patch up a system  
25 that is bad. It has been proved bad, it has been bad  
26 for years and we think what is necessary is to change  
27 the system.

28 We don't think that simply tinkering with  
29 it is enough. We want the system changed.

30





1 MR. ARSENAULT: In your proposal on page 4,  
2 do you have any information as to how these percentages  
3 were arrived at? If you don't have, could you provide  
4 the details later on to the Committee? This is on  
5 percentage of taxable income to be supplied to  
6 corporations and individuals to replace property tax.

7 MR. HILL: From the Provincial Treasurer's  
8 office we had a man from their office came to help us  
9 and got information. They worked this out and  
10 what they did was take the taxable income, personal  
11 taxable income and from this calculated what rate of  
12 tax would be necessary to raise the same amount of  
13 money that was raised by the property tax for education.

14 MR. HALE: At that time.

15 MR. HILL: At that time. The same for  
16 the corporation tax, to raise the amount of money that  
17 is raised by industrial property tax on industry.

18 MR. ARSENAULT: If education tax were  
19 removed from property tax, in a few years only the  
20 municipal government would find ways to raise the tax  
21 to approximately the same level as they are now  
22 because of the requirement of welfare, health and so  
23 on and then you and I would be paying the same taxes  
24 municipally and paying higher income taxes.

25 MR. HILL: All I can give you is a  
26 personal opinion really. I think that farm people  
27 at least are concerned about taxes generally and I  
28 don't think that they would accept an unreasonable tax  
29 that was added to their property tax in exchange for  
30





1 removing the education tax. I really don't think so.

2 MR. TAYLOR: There is one factor here. The  
3 Federation's policy is property paid taxes on services  
4 to the property, and this includes such things as  
5 welfare and various taxation lines that we also feel  
6 don't belong in the property tax bill. You are making  
7 a special issue of education here because this is an  
8 Educational Costs Committee and we are just talking  
9 about this one angle, but there are some of these  
10 other municipal taxation costs that we also feel don't  
11 belong on the property tax bill.

12 MR. ARSENAULT: If corporation taxes have  
13 to be raised by 11.6 per cent, do you realize what the  
14 <sup>rate</sup> corporate tax/will be?

15 MR. HALE: This would not be the same kind  
16 of a tax.

17 MR. ARSENAULT: You are suggesting ---

18 MR. HALE: They are paying this  
19 number of dollars in total now. It might shift the  
20 tax from one type of corporation to the other, but in  
21 total the corporations would still be paying the same  
22 number of dollars.

23 MR. KING: Corporations pay property tax  
24 too.

25 MR. ARSENAULT: Are you including property  
26 tax in the 11.6?

27 MR. KING: Yes. It is moved from a property  
28 tax and changed to income tax.

29 MR. HILL: The education portion of the  
30 property tax for industries would be eliminated and it







1 | would be replaced by this 11.6 per cent tax on their  
2 | income.

3 | MR. ARSENAULT: This would include the  
4 | property tax they are paying now less the 800 million  
5 | dollars they have to raise in Ontario / <sup>to replace the</sup> property tax  
6 | that the farmers are now paying?

7 | MR. HALE: Their share is 400 and ---

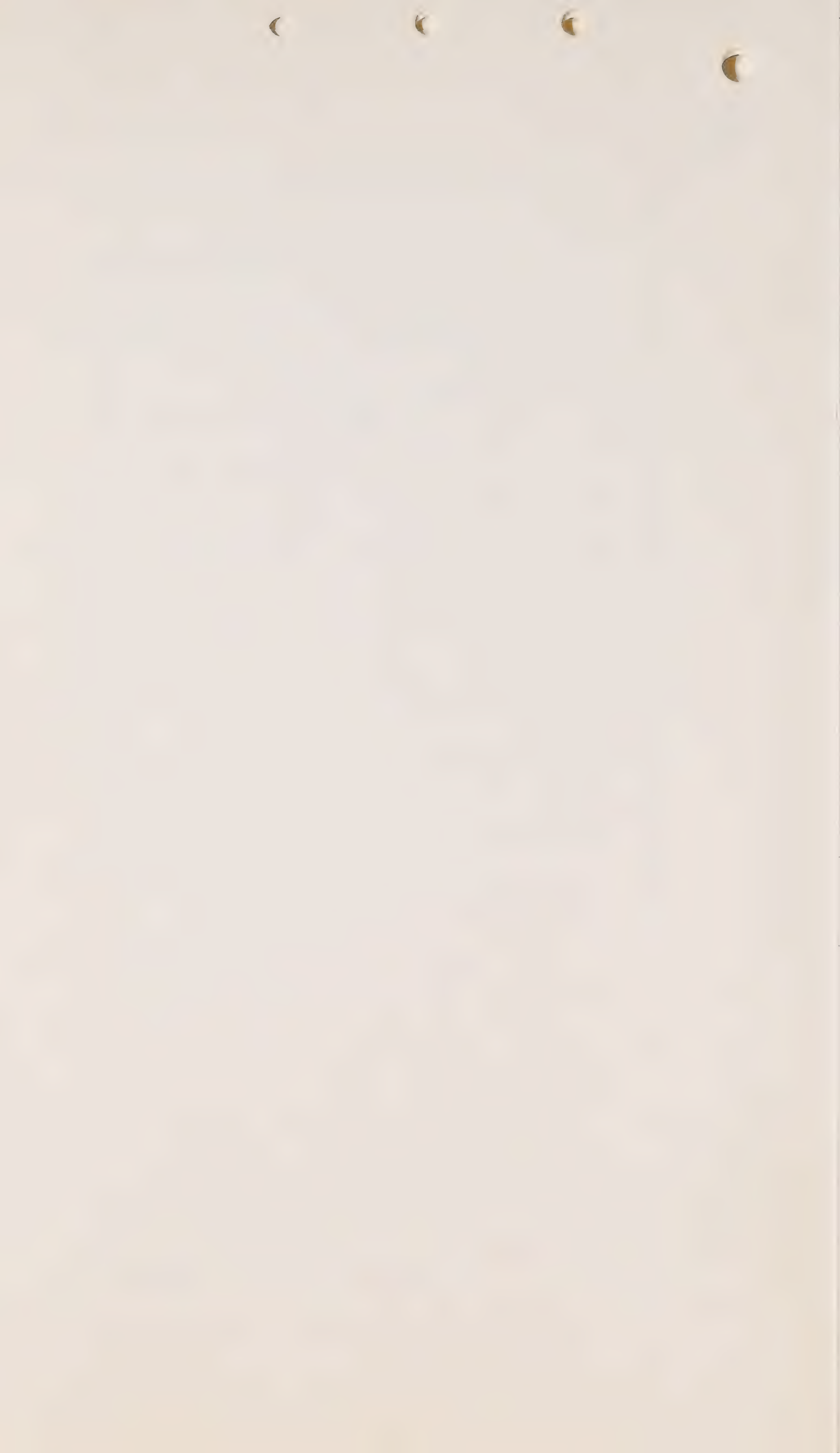
8 | MR. HILL: This 11.6 per cent would simply  
9 | raise the same amount of money as was raised at that  
10 | time by the education part of the property taxes, which  
11 | would be eliminated, so this would simply be substituting  
12 | one for another, which would raise exactly the same  
13 | amount of money. Where the problem might come is it  
14 | would shift the pressure from labour -- from property  
15 | intensive industries to income intensive industries.  
16 | Industry that had a lot of property now and perhaps a  
17 | low net income would get some easing, whereas an  
18 | industry that had not too much property but a fairly  
19 | high income would be hurt by this.

20 | MR. WALL: Which would in turn reflect the  
21 | ability to pay principle which we are in favour of.

22 | MR. ARSENAULT: But that would be in  
23 | addition to the tax payable by corporations now.

24 | MR. HILL: It would be an increase in the  
25 | corporation tax and they would benefit by a reduction  
26 | in their property taxes. They would pay less on  
27 | property tax and more on income tax.

28 | MR. ARSENAULT: I have no information as  
29 | <sup>how much</sup> to/property tax they are paying now to compare the figures  
30 |





1 MR. HILL: The way this was done, as I say,  
2 by some people from the Treasurer's Department, / <sup>they</sup> used  
3 their figures.

4 MR. KERR: Mr. Chairman, farmers are paying  
5 almost 10 per cent in property tax for education now,  
6 do you know what percentage they are earning of the  
7 gross provincial product as compared with urban dwellers?

8 MR. HILL: I don't think we would have that  
9 figure. I suspect it is available.

10 THE CHAIRMAN: We will see if we can find  
11 it.

12 Gentlemen, we certainly appreciate your  
13 coming today and thank you very much for your brief.  
14 This is just the kind of information we need about what  
15 people are thinking.

16 Thank you very much.

17 I notice you are a graduate of the  
18 University of Toronto.

19 MR. KING: Thank you.

20 MR. HILL: Thank you for the opportunity  
21 to be here. It is a privilege for us to participate  
22 and we hope we have been some help.

23 If there is anything further we can do,  
24 we would be pleased to co-operate in any way we can.

25 Thank you.

26 THE CHAIRMAN: Thank you.

27

28

29

30

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42

1 Organizations & Groups Brief #14  
2 SUBMISSION OF ONTARIO LIBRARY ASSOCIATION

3 MR. HALLSWORTH: We held our first meeting  
4 and adopted our first constitution in 1901 and is the  
5 largest established Library organization in Canada. It  
6 has undergone many changes since that time and the most  
7 recent and far-reaching of these changes was the  
8 extensive re-organization carried out between 1956  
9 and 1959. In this latter year the present constitution  
10 the association  
10 was adopted and/was incorporated by provincial charter.

11 The objectives of the Association are as  
12 laid down in its constitution and are to extend and  
13 improve all types of libraries and library services  
14 in Ontario, to inform the membership of developments  
15 and trends in library service and to publicize all  
16 aspects of library service and development in Ontario  
17 and to co-operate with other library organizations and  
18 institutions with similar aims.

19 Membership in the Association is open to  
20 anyone interested in libraries, whether they are  
21 employed in the library field or not, and institutions  
22 may also be members. At present the Association has  
23 a membership of 1792, of which 278 are institutional  
24 members. The Association is financed entirely by  
25 membership fees.

26 The governing and policy body of the  
27 Association is the council which is made up of 10  
28 plus the  
28 members/Executive Committee, consisting of a President  
29 and Vice President and Treasurer. All the officers  
30 and council members are elected by the members of the





1 Association. The Association has four divisions within  
2 its organization which cater to members' special  
3 interests. These are trustees and employees division,  
4 Regional and Public Libraries division, Colleges and  
5 Universities division and School Libraries division.

6 Any member of the Association may participate  
7 in any or all of the divisions and each division is  
8 represented on the council by two members. In addition,  
9 special Libraries are represented on the council,  
10 although they do not have division status within the  
11 Association.

12 For specific purposes of the Association also  
13 appoints special Committees or action groups to  
14 deal with specific problems. For instance, library  
15 education, legislation and grants, censorship and  
16 intellectual freedom are some of the Committees we  
17 have <sup>appointed</sup> / in recent years.

18 The Association holds an Annual Conference  
19 of members and its most recent one was held just this  
20 month at Queens University in Kingston. It also  
21 publishes its <sup>own</sup> / quarterly News Letter.

22 Obviously then, the prime concern of the  
23 Association is with libraries, and this is why we are  
24 appearing before you today, not to deal with the  
25 problems of Costs of Education in general, but the  
26 problems of the libraries within the educational  
27 system. I think this was made clear in our Submission.

28 I will now ask Miss Kelley if she will  
29 expand upon the points which were made in the initial  
30





1       brief.

2                       MISS KELLEY: Mr. Chairman, members of the  
3       Committee, I welcome this opportunity to elaborate on  
4       the points made by the Ontario Library Association in  
5       its written submission.

6                       The Ontario Department of Education has  
7       shown a great deal of leadership in the development of  
8       school Library Resource Centres in this Province, and  
9       has recognized the unique contribution of the Library  
10      Resource Centre in facilitating quality education for  
11      the children in Ontario schools. The uniqueness of the  
12      Library Resource Centre can be summarized in what the  
13      Library Resource Centre can and ought to be. In the  
14      physical sense, the Library Resource Centre is a  
15      laboratory, centrally located in the school for easy  
16      access by all children and teachers. It houses the  
17      collection of materials and provides different types of  
18      user spaces related to the learning activities of  
19      individuals, small groups, and class groups of children.  
20      In the intellectual sense, the Library Resource Centre  
21      is a place to practice information retrieval skills  
22      through reading, listening, viewing and observing. It  
23      is a place to acquire new skills, a place to experiment  
24      with information, and a place to get new ideas. In  
25      the social sense, the Library Resource Centre is a place  
26      where children discuss and interact with one another,  
27      with the librarian, and with the teacher. It is a  
28      place where children practice working effectively and  
29      responsibly in group situations. It is a place where

30







1 children share ideas and experiences. In the spiritual  
2 sense, the Library Resource Centre is a place where  
3 children are provided with experiences which broaden  
4 and deepen their emotions, which develop a sense of  
5 values, and a deeper understanding of, and appreciation  
6 for the quality of life, both past and present.

7 At the core of the Library Resource Centre's  
8 uniqueness lies the most fundamental and greatest of  
9 mankind's inventions, namely, our language -- that of  
10 words and that of numbers. The mastery of language is  
11 essential for our understanding of one another and  
12 our ability to communicate with one another; its  
13 mastery is essential for the continuance and extension  
14 of human culture. Language is the transmitter of  
15 information, concepts, ideas, attitudes, values and  
16 emotions.

17 Today, modern technology has made it possible  
18 to record language in various and numerous forms, for  
19 example: Auditory or Oral Forms of language -- records,  
20 tapes, radio. Pictorial Forms of Language - flat  
21 pictures, slides, transparencies, etc. Written or  
22 Symbolic Forms - books, magazines, pamphlets, newspapers,  
23 booklets. Combined Forms - sound filmstrips, microfilm,  
24 video tapes, television. Controlled Forms - textbooks,  
25 programmed materials.

26 We now know that children learn in different  
27 ways and through the use of different forms of language.  
28 Never before in the history of mankind has the potential  
29 been so great for helping children to learn. The  
30





1 child who experiences difficulty in reading no longer  
2 needs to be withheld from participation in the many  
3 and varied learning experiences comprising the educa-  
4 tional mosaic. Access to the many and varied forms of  
5 recorded language makes it possible for a child to move  
6 from one form to another as a problem increases in  
7 complexity and becomes farther removed from his own  
8 direct, personal, firsthand experiences. Unlocking  
9 the needed information, concepts, ideas, attitudes,  
10 values, and emotions requires skill -- skill in listening,  
11 skill in observing, skill in viewing, and skill in  
12 reading. Opportunities must be provided for acquiring  
13 and practising these skills. The many and varied forms  
14 of recorded language comprise the materials in the  
15 Library Resource Centre.

16 One of the prime objectives of the Library  
17 Resource Centre, then, is to provide the materials  
18 which are required to support the programmes carried  
19 out by the school. The Curriculum Branch of the  
20 Ontario Department of Education has reinforced the  
21 need for wider and more varied resource materials to  
22 support curriculum. This can be seen from an examina-  
23 tion of but a few of the curriculum guidelines  
24 recommended for use in Ontario schools:

25 This one (indicating) Man, Science and  
26 Technology - on page 5 says: "Needless to say, the  
27 librarian and staff of the resource centre are also  
28 prime resource personnel ... the library and resource  
29 centre of the school are equally necessary both in  
30





1 scheduled time and during the students' uncommitted  
2 time."

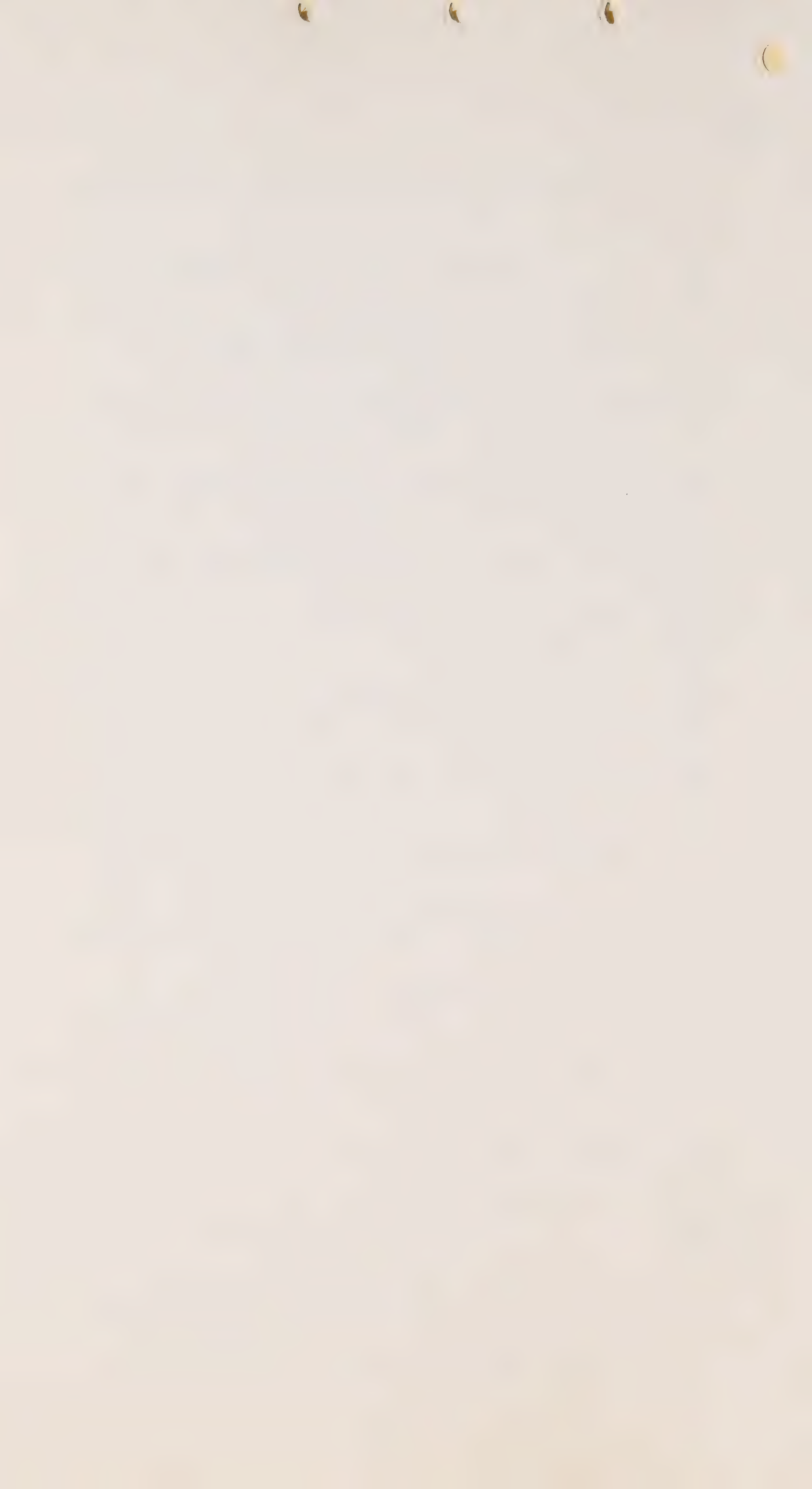
3 On page 6 it says: "As students will often  
4 be discussing aspects of history or science or  
5 technology in which they have had little or no  
6 systematic grounding, every avenue to understanding  
7 must be utilized. Films, filmstrips, slides, projectuals,  
8 tapes and recordings are particularly appropriate and  
9 effective communications media for the topics in a  
10 course. Their use should be routine and regular and  
11 should not be confined to class use but made available  
12 for individual study."

13 Appendix C of this curriculum guide  
14 contains a bibliography of almost three hundred books,  
15 and the guide makes the implication that additional  
16 materials would be needed to cater to the individual  
17 interests of students.

18 Appendix B of the curriculum guide  
19 contains a list of 39 films to be used in conjunction  
20 with the course topics.

21 This curriculum guide, new and experimental  
22 on World Religions (indicating) contains a bibliography  
23 of suggested resources including approximately 198  
24 books, 4 filmstrips, a series of reprints, 35 films,  
25 28 records and a multi-media kit.

26 In response to these guidelines, one  
27 secondary school within a large school system prepared  
28 a one-semester course which has recently received  
29 approval from the local Board of Education, and  
30





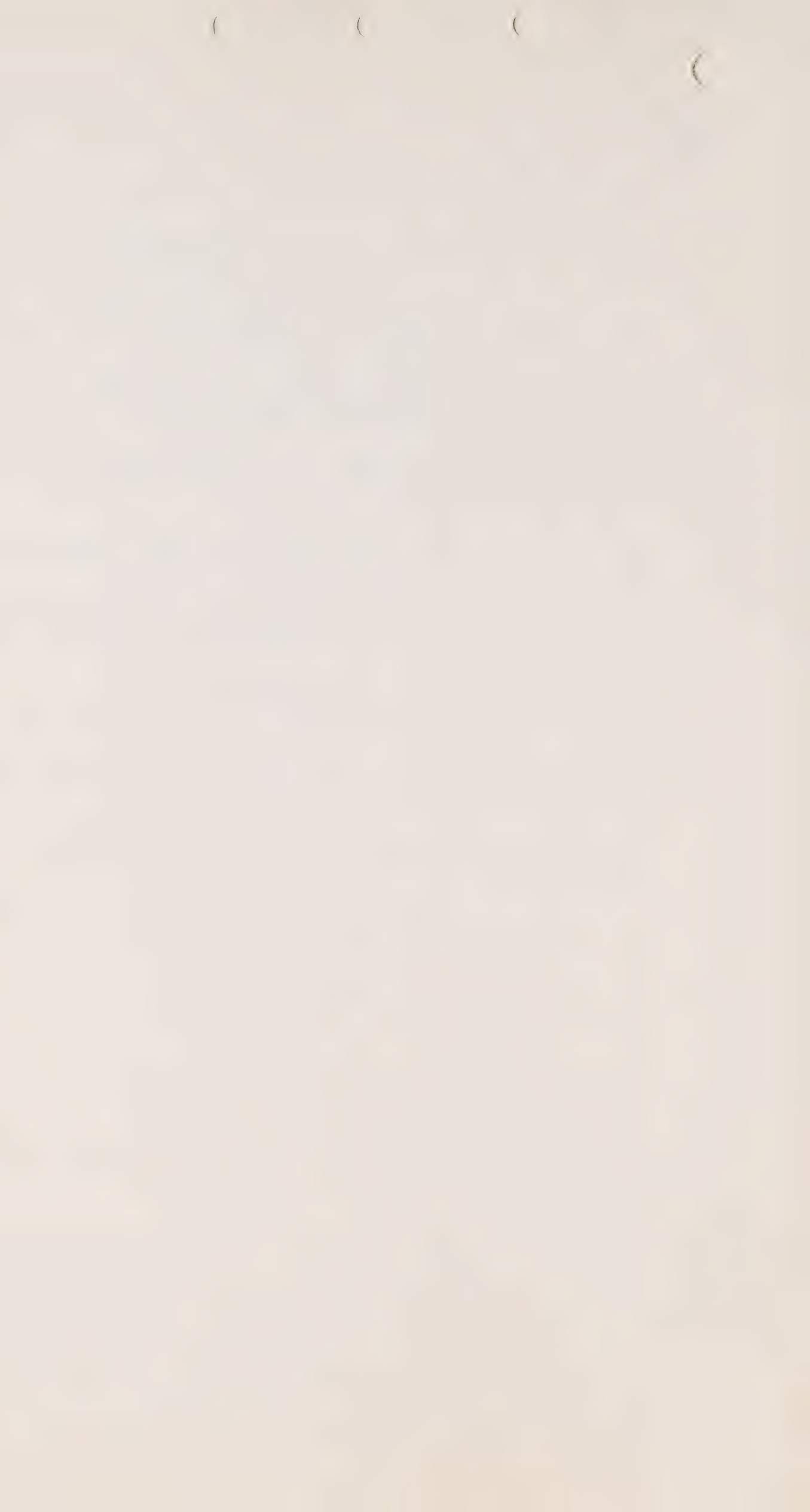


1 will presumably be approved by the Department. The  
2 particular school in question already has 16,000 items  
3 in its materials collection, a certain percentage of which  
4 would be relevant to the new course. The school  
5 librarian, however, considers it necessary to purchase  
6 61 additional books at a cost of \$275.90. This  
7 purchase is for books alone, for one course, of one  
8 semester's duration.

9 This unit, The Role of The Coureurs de Bois  
10 and the Voyageurs in the Expansion of Canada, is a unit  
11 of study developed for an individual class in the Social  
12 Studies programme of an elementary school.

13 It was intended to be of relatively short  
14 duration, being only one in a series of units on the  
15 theme "Expansion of Canada". The bibliography in this  
16 instance was prepared on the basis of the actual  
17 resources available, and contains 36 books, available  
18 from school and public libraries, 2 films, from the  
19 Department of Education's Film Library, 1 tape from the  
20 Board's Media Centre, several periodical articles  
21 available from the Public Library, and 21 records  
22 belonging to the students. Any expansion of this unit  
23 to other classes in the school would certainly require  
24 additional resources.

25 This list is a Multi-Media Resource  
26 List on Eskimos and Indians, 1969. It is recommended  
27 to elementary schools for the purpose of developing  
28 units of study on Eskimos and Indians and contains  
29 approximately 220 books, 90 films, 21 filmstrips,  
30





1 5 film loops, 5 maps, 7 slide sets, 3 picture sets,  
2 3 posters, 19 records, 7 article reprints and 12  
3 periodical subscriptions.

4 A most recent publication, Circular 15,  
5 1972, a guide to Canadian curriculum materials has  
6 very recently been recommended to all schools in Ontario.  
7 Its coverage is elementary through secondary school,  
8 and includes materials in both the English and French  
9 languages. There are approximately 2,000 resource  
10 items in the list and it is intended to add an annual  
11 supplement.

12 From this brief examination of new curricula  
13 we realize more than ever before the importance of  
14 wider and more varied resource materials, and the need  
15 for expertise in selecting from the many, many resources  
16 available.

17 Teachers today are more knowledgable about  
18 how children learn, and more aware of the variety of  
19 ways in which learning occurs. Consequently, they are  
20 trying a variety of approaches in their classroom  
21 programmes. Many of the approaches depend on the  
22 support of resource materials. Professional literature  
23 suggests that the language centred primary classroom  
24 should contain several hundred books, as well as other  
25 materials. Individualized reading programmes need  
26 the support of at least ten books per child. Student  
27 research activities, many of them individualized,  
28 require broad subject coverage in the materials  
29 collection in order to provide for anticipated and  
30





1 unanticipated curriculum needs. These resource materials  
2 must be available in many forms in order to provide  
3 for a wide range of ability levels. In the sixties, the  
4 development and improvement of Library Resource Centres  
5 in Ontario schools may have been due to the recognition  
6 on the part of educators that innovative programmes  
7 needed the support of resource materials.

8           The seventies are not the affluent sixties.  
9 Budget cut-backs at the local level are hitting all  
10 phases of education. We are particularly aware of an  
11 alarming decrease in school library budgets. In one  
12 large school system the expenditure for library resource  
13 materials for elementary schools averages approximately  
14 as follows: In 1970 - \$7.11 per pupil. In 1971 - \$3.58  
15 per pupil. In 1972 - \$3.44 per pupil.

16           If this is the case for a large urban  
17 system, what must be happening in the smaller school  
18 systems?

19           THE CHAIRMAN: We do have quite a few  
20 questions and not much time. What you have prepared,  
21 could we have copies of this that we could read, so  
22 that we can get into some questions? We certainly  
23 would like to use the time to get your opinion on some  
24 of these questions we have.

25           MISS KELLEY: Fine.

26           THE CHAIRMAN: If you have this in prepared  
27 form, could we have copies of it or we could make  
28 copies.

29           MR. HALLSWORTH: We could let you have  
30 copies.







1 THE CHAIRMAN: We can get them made. We  
2 are just trying to conserve time so we can ask you some  
3 questions. We would like to get some of your thoughts.

4 The first question I would like to ask you  
5 is, you state that in 1971 the libraries were  
6 disproportionately affected and you say in some cases  
7 sharply reduced as much as 50 per cent. A staff  
8 reduction has left many school libraries without teacher  
9 librarians. Have you conducted a survey that would give  
10 us a Provincial figure? We would probably find many  
11 small libraries that have just been built. We would  
12 like to have the Provincial picture.

13 MR. HALLSWORTH: We have not done a survey.

14 THE CHAIRMAN: Really, you have just  
15 presented the adverse side of it.

16 MR. HALLSWORTH: Yes. This is true. We  
17 are really concerned with those areas where service  
18 has declined due to the library provision. This is it.  
19 This seems to be -- again, not having done a survey,  
20 we can't produce concrete statistics of this, but this  
21 seems to be part of the pattern of the reduction in  
22 education costs that has taken place in the last couple  
23 of years, and it does seem that from many of the cases  
24 we have come across, that libraries are one of the  
25 areas which are hit first in making cuts in education  
26 costs.

27 As was mentioned, the development of  
28 adequate library services is a fairly recent development  
29 in the schools of Ontario and we are very concerned,  
30





1     having made some progress in recent years, that this  
2     isn't suddenly brought to a halt and the trend toward  
3     better service even reversed because of the general  
4     educational cuts..

5                 THE CHAIRMAN: Peter, to what extent are  
6     Public Library resources extended in many of the centres  
7     of Ontario?

8                 MR. HALLSWORTH: They are duplicated.  
9     However, I think the duplication is a duplication which  
10    is not unnecessary and wasteful duplication in the  
11    sense that the schools in many cases, even with large,  
12    good libraries are simply not able to cater to all the  
13    demands of their students and the students are, therefore,  
14    thrown back upon the Public Library as a backup to  
15    their own school libraries. This, we find, for  
16    instance, the library I work in is located immediately  
17    across the road from two high schools, and the use made  
18    of the Public Library by the high school students is  
19    very high. The schools, also in both cases, they have  
20    what could be classed as very good school libraries, but  
21    are simply not able to cope with the demands made upon  
22    them, when classes of 20 or 30 or more students are  
23    dealing with one subject area at a time. This is a  
24    really major problem when many students study one  
25    particular area, for the schools and the Public Library  
26    to cope with the demand.

27                DR. PHILLIPS: Do any of the secondary  
28    schools keep their libraries open in the evening?

29                MR. HALLSWORTH: Not in our area. Some  
30





1 School Boards have started the policy of keeping school  
2 libraries open in the evening and on Saturdays. This,  
3 again, is a very serious shortcoming in many school  
4 libraries from the students' point of view, that they  
5 cannot use them outside school hours. This is quite a  
6 common complaint. This probably is particularly  
7 difficult in more rural areas where the student is  
8 bussed to high school and has to leave at 3:30 or 4:00  
9 o'clock, whatever time the bus leaves in order to get  
10 home and he is cut off from the use of the school  
11 library, and is inevitably thrown back on the resources  
12 of his local public library and by virtue of the fact  
13 that he is being bussed to school, he probably lives in  
14 a small community and the facilities of that public  
15 library are likely to be very limited indeed.

16 MISS KELLEY: York Township, I believe,  
17 experimented and produced through their Research  
18 Department, a couple of studies on the experiment of  
19 having certain school libraries open, and I don't know  
20 whether it is a psychological factor or what it is,  
21 but in some cases it may be because parents don't want  
22 their children, their young children to go out after  
23 dark, and things like this, but there was not a high  
24 user pattern, the research showed. There wasn't enough  
25 to warrant the costs of keeping the library open.

26 THE CHAIRMAN: Peter, is it possible to get  
27 good planning and good co-ordination when you have school  
28 libraries which are separate from the Public Library?  
29 Couldn't we use our professional people better and  
30 probably reduce costs if they were under one organization?









1 MR. HALLSWORTH: Yes, I think it would  
2 probably reduce costs, but whether you would in fact  
3 improve services is another matter. This has been  
4 tried a great deal in the United States, the combination  
5 of Public School and Public Library. The experience  
6 here has not been particularly good. I remember in  
7 Flint, Michigan, this was done very extensively and the  
8 Public Libraries were taken over by the Boards of  
9 Education, but this did not work very good. It seems  
10 to be a conflict in terms of access to the facilities.

11 As Marjorie mentioned, there is a  
12 psychological factor involved here too in getting adults  
13 to use libraries in schools. There seems to be an  
14 attitude that "This is not for me, an adult." A school  
15 library -- a library in school must be felt to cater  
16 strictly to the curriculum, and even if this is not  
17 true, there is a very strong feeling there. There is  
18 this mental barrier to going to a school which houses  
19 or has a public library.

20 Another fact which has had some bearing  
21 on this duplication, many schools are located away  
22 from traffic areas, quite deliberately, whereas  
23 Public Libraries find the maximum use is made where  
24 they are located in maximum traffic areas, in terms  
25 of pedestrian traffic and vehicular traffic, downtown  
26 situations.

27 THE CHAIRMAN: Now, how about in rural  
28 areas such as Northern Ontario, where there is no library.  
29 Wouldn't it be more advisable to put it in a centralized  
30





1 high school in the area?

2 MR. HALLSWORTH: In rural areas I would say,  
3 yes, there is a greater case for doing this. However,  
4 as I mentioned before, one of the problems is  
5 centralization of schools in rural areas. I think the  
6 students, the fact that the school is not particularly  
7 conveniently located for many people.

8 DR. McCARTHY: Doesn't that make the  
9 assumption you have to be in a library to utilize the  
10 resources of the library? A question comes up in terms  
11 of rural areas is whether a student cannot take books  
12 home and so on. If there is a general public library,  
13 couldn't it therefore provide at least some services as  
14 opposed to none at all now?

15 MR. HALLSWORTH: Yes. However, I think the  
16 majority of student feelings seems to be toward a  
17 reference library. They seem to want to have access --

18 DR. McCARTHY: Would parents be the medium--

Belt 34 19 MR. HALLSWORTH: Yes. I know this is done  
20 in some areas.

21 DR. McCARTHY: You would know the situation  
22 of the Public Library being within the same confines  
23 as the library in Espanola. It would seem to be working  
24 there.

25 MR. HALLSWORTH: Yes, but in Espanola the  
26 Public Library, although it is in a high school building,  
27 is a quite separate unit from the school library.

28 DR. McCARTHY: For administrative purposes?

29 MR. HALLSWORTH: Physically. There are,  
30 in fact, two libraries within the building, one is the





1 Public Library and one is the School Library. There is  
2 no access to the school library when the school is  
3 closed. From the Public Library point of view, one of  
4 the problems now is that the present facilities are not  
5 adequate, they are too small, and yet there is simply  
6 nowhere for the Public Library to go. It cannot  
7 expand.

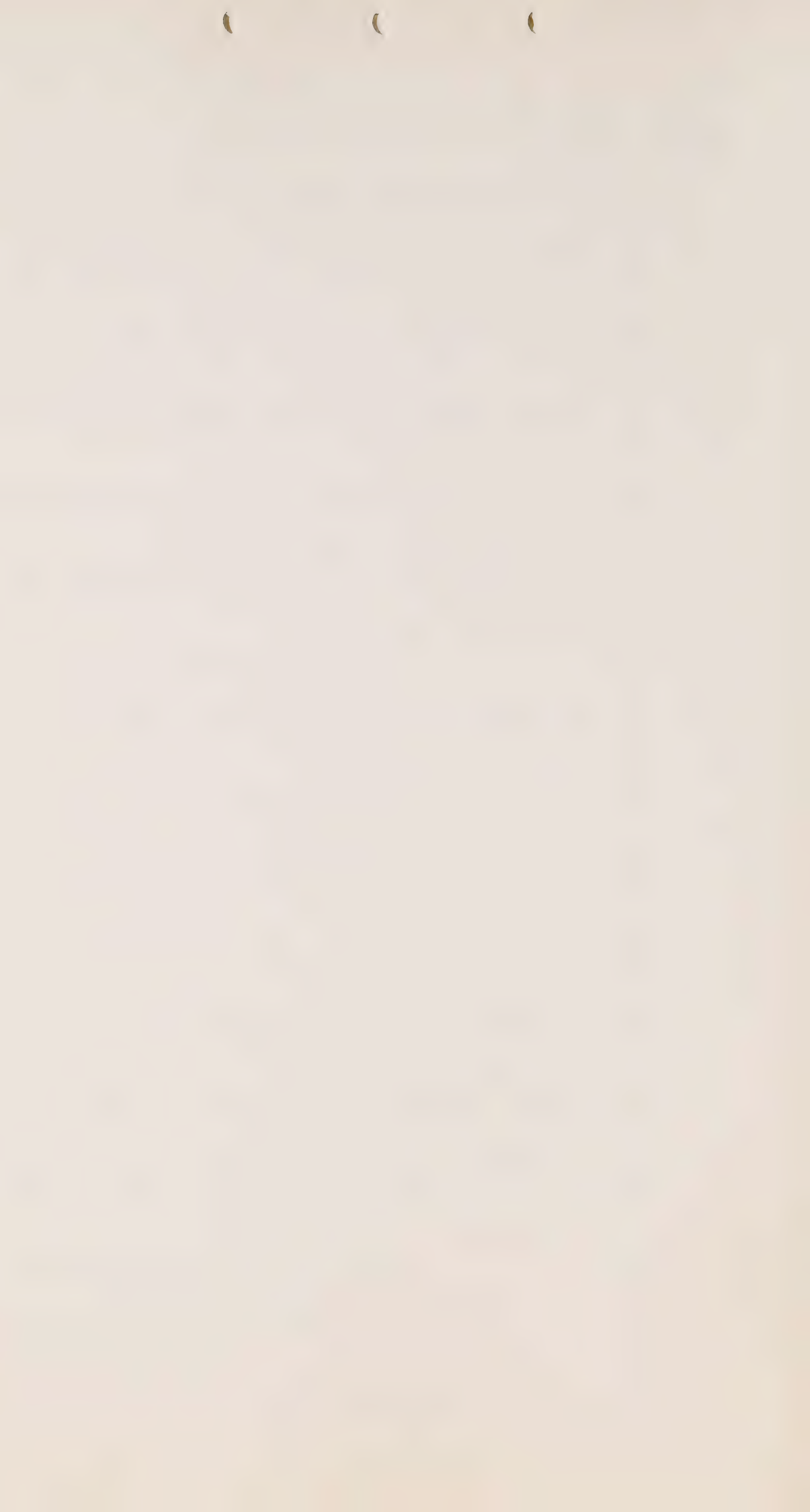
8 DR. McCARTHY: There was an effort to get  
9 some co-operation between the two bodies and my  
10 understanding was the Public Library Board was not  
11 acceptable to that idea.

12 MR. HALLSWORTH: The Public Library Board's  
13 attitude, I think, was a public facility had to be  
14 available to the public at large and could not be tied  
15 down by the needs of the school. I think this is one  
16 of the fears that Public Library Boards have where  
17 this whole issue of combining school and Public  
18 Libraries has occurred. The school needs will dominate  
19 the library and, for instance, during the school hours  
20 the public will not have access to the library's  
21 facilities because they will be in full use by the  
22 school. And then the problem of access when the school  
23 buildings are closed. These are the problems.

24 THE CHAIRMAN: Is this a real or imagined  
25 fear, Peter?

26 MR. HALLSWORTH: It is very difficult --

27 THE CHAIRMAN: I have heard libraries in  
28 Ontario have a psychological block on this subject  
29 and have never really handled it with an open mind.  
30







1 I have been told this. What is your opinion?

2 MR. HALLSWORTH: It hasn't been really tried  
3 on any scale as yet. However, as I mentioned earlier,  
4 it has been tried in the United States in several cities  
5 and from the accounts that I have heard, there seem to  
6 have been considerable problems involved. Not just as  
7 a librarian now, but the administration seems to be one  
8 of the major problems, how do you administer this and  
9 how do you allocate costs?

10 THE CHAIRMAN: That could probably be done  
11 by a good C.A.

12 DR. MCCARTHY: One of the real problems that  
13 exists now, is how do you develop a community school  
14 and say "We are going to keep the library facilities  
15 separate?" This suggests to me "Let's make this school  
16 a community centre and so on, but let's keep the library  
17 out."

18 MR. HALLSWORTH: No. My feeling is that  
19 if the school does develop as a full community centre,  
20 then this would be the proper place for a library,  
21 for a public library. I am very glad to see that many  
22 School Boards now are in fact moving towards this area.  
23 I know this is certainly happening in our area where  
24 the schools are being made available for general public  
25 use for all sorts of facilities, drama productions, the  
26 use of the athletic facilities and so on. If this is  
27 going to continue and be expanded, yes, in those  
28 circumstances I would say the library facilities would  
29 probably be placed in it, viewing the school as more  
30





1 | than just a school where the children go from 9:00 to  
2 | 4:00, but as a community centre which is open and  
3 | available on a continuing year-round, seven-day-a-week  
4 | basis.

5 | THE CHAIRMAN: One last question. What  
6 | are your views on the financing of Public Libraries in  
7 | Ontario?

8 | MR. HALLSWORTH: I think the Association's  
9 | views at the moment are that there should be a greater  
10 | level of support from the Province. Over the past four  
11 | years the level of Provincial support in terms of the  
12 | percentage of total expenditure of Public Libraries,  
13 | percentage received from the Province has dropped  
14 | steadily over the past four years. It is now down to  
15 | around 17 per cent of total support from the Province  
16 | and the rest from municipalities. This Association  
17 | believes that the Province should contribute a larger  
18 | percentage towards Public Libraries.

19 | THE CHAIRMAN: Thank you very much, Peter,  
20 | Marjorie and Mrs. Bertrand for putting in these briefs.

21 | Would you make sure to give us a copy of  
22 | that statement so we can have it photostated and so  
23 | our members can read it?

24 | MRS. BERTRAND: You mentioned a question  
25 | about co-operation between Public and School Libraries.  
26 | In 1965 there was a survey done by the Canadian Library  
27 | Association by Francis St. John and he discussed in  
28 | this the relationship between the two.

29 | THE CHAIRMAN: We have that in our files.

30 |





1 MRS. BERTRAND: Fine.

2 THE CHAIRMAN: Have you any other material  
3 you would like to leave with us? If you have anything  
4 else, please forward it to us.

5 We will photostat this document and return  
6 it to you.

7 MISS KELLEY: We have one extra copy.

8 THE CHAIRMAN: Thank you very much. We  
9 appreciate your coming and what you had to tell us.

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COMMITTEE ON THE COSTS OF EDUCATION  
TRANSCRIPT OF HEARING, MAY 30, 1972



Nethercut & Co. Ltd.

Toronto, Ontario

60

1 Organizations & Groups Brief #42

2 SUBMISSION OF METROPOLITAN TORONTO SCHOOL BOARD

3 THE CHAIRMAN: I would like to welcome you  
4 and thank you for putting in your brief and taking the  
5 time to be with us. We know you have to leave in a hurry.

6 Would you please introduce the people with  
7 you and if you have anything you would like to add,  
8 would you do so and we will have some questions to ask.

9 MR. BONE: On my left is Mrs. Mary Fraser,  
10 Trustee on the Toronto Board and the Metro Board and  
11 Chairman of the Finance Committee.

12 On my right is Mr. Frederick Hill, the  
13 Chairman of the East York Board and member of the Metro  
14 Board and Vice Chairman of the Advisory Board. Next  
15 to him is Mr. Bill McCordic, Director of the Metro  
16 Toronto School Board. He has been with us for some time  
17 and is deserting us very shortly.

18 On the far left is Mr. Dick Thorman, Chief  
19 Financial Officer of the Metro School Board and he is  
20 the author of the brief that has been put before you.

21 There has been some input from all levels and Mr. Thorman's  
22 Trustee staff have put into this brief. His brief has  
23 been forwarded from the Board.

24 I might say, Mr. Chairman, to thank you  
25 for the opportunity to be here today. I just want to  
26 say a very few words because we would like to spend as  
27 much time as possible in dialogue.

28 As you are aware, we have had two budget  
29 cycles under the Government's Provincial ceilings and  
30





1 we have been given a glimpse of what is in store for us  
2 in '73. We are most concerned about the immediate effects  
3 of what/<sup>the</sup>1973 ceilings mean to long term effective  
4 quality of education in Metropolitan Toronto. I think  
5 the statistics that accompany our brief perhaps show  
6 that in the future / <sup>the</sup>level of concern about the cost of  
7 education may not be as serious as it is at present.

8 As a consequence, we find the present  
9 ceilings on educational spending unnecessarily harsh  
10 and unduly mechanistic.

11 We are of the opinion that the continued use  
12 of this/<sup>ceiling</sup>formula approach will seriously inhibit the  
13 ability of the Metropolitan Toronto School system to  
14 meet the changing needs of society in our jurisdiction.  
15 We believe there are other alternatives for achieving  
16 cost control.

17 We have referred to these in our brief, one  
18 of which we described as the method based upon  
19 Provincially established pupil-teacher ratios. These  
20 are examples that are not necessarily receiving full  
21 endorsement from the Metro School Boards. We think they  
22 should be studied.

23 We have suggested that another method which  
24 is described as the Trend Line Cost Control Method  
25 is consistent with the/<sup>concept of</sup>program of budgeting, multi-year  
26 planning, management by objective and cost effectiveness  
27 analysis, which in general is a more rationalized and  
28 systems-oriented approach to school/<sup>board</sup>operations.

29 The report explores this alternative in a  
30 somewhat sketchy manner but we hope it is sufficiently







1 detailed to provoke further study into the possibility  
2 of it. The School Board is convinced there are  
3 alternatives to this approach and we respectfully  
4 suggest that alternatives be explored as soon as  
5 possible. It is probably too late to substitute a new  
6 method for the ceiling and systems-oriented approach  
7 for 1973, but certainly a new method is required for  
8 1974.

9 We sincerely hope our brief will throw some  
10 additional light on future trends in educational  
11 expenditures in elementary and secondary schools in  
12 Ontario. We also hope we will encourage the Government  
13 to explore other possibilities for cost maintenance  
14 other than mechanistic cost control techniques,  
15 such as the existing ceiling and weighting factor  
16 formulae.

17 We will be most pleased Mr. Chairman, to  
18 elaborate upon any of the details or proposals.

19 THE CHAIRMAN: Thank you. By the way,  
20 Mrs. Fraser, you are the first female Chairman of  
21 Finance I have ever encountered. I am glad to see it.

22 Bruce, on page 2 of your brief, paragraph 2,  
23 there is a statement there I would like to ask you  
24 about: "The fact of the matter is that the spending  
25 patterns and operations of school boards in 1971 and in  
26 1972 reflect a much more efficient and defensible  
27 modus operandi."

28 Are you referring to the boards in  
29 Metropolitan Toronto or is this a general statement?  
30 I am wondering what evidence you have to support that





1 conclusion and what changes have actually taken place.

2 MR. BONE: I think we would have to say we  
3 were talking for the Boards of Metropolitan Toronto.  
4 We don't really have first-hand information to speak  
5 for other Boards. I think we would be less than honest  
6 if we didn't say that the Government ceilings did cause  
7 us to have a very close look at everything we were doing.  
8 Whether a majority of this would not have taken place  
9 anyway, is open for debate, but I think the Trustees  
10 have recognized there are some areas we were not  
11 operating as efficiently as we should be. Some  
12 practices have crept in which were not what we would  
13 see in village schools, for instance. We found we have  
14 been able to do certain things that have reduced ---  
15 resulting<sup>in</sup>/cost savings and at the same time, improve  
16 the classroom situation. We can't deny that. I can  
17 give a specific example from the North York Board.  
18 Probably everybody sitting on the operating Board can  
19 give you some examples.

Belt 35

20 Consultants who are not assigned to any  
21 classroom teaching functions were given a small percentage  
22 of the total and they were assigned to a classroom.  
23 This resulted in a saving but it also meant they were  
24 not quite so distant from the classroom, <sup>that</sup> / they might  
25 not have been involved in the learning situation. There  
26 were a few things like that and it resulted in fairly  
27 substantial savings. And improvements.

28 Some savings were to be made resulting in  
29 no improvement. There were some that maybe resulted  
30 in very slightly less favourable situations, but when





1 you weight the cost of all for what you receive, <sup>you are</sup> getting  
2 value for the money expended.

3 THE CHAIRMAN: How do you document -- I  
4 know you can't give us this now, but we have had other  
5 groups make statements that quality has deteriorated.  
6 We have had the gloomy side and you are the first  
7 people who have started to tell us about the positive  
8 aspect. If you could subsequently give us any better  
9 fix on the positive side of this, we would certainly  
10 appreciate it.

11 MR. BONE: I think our main concern at this  
12 point would be that we have been able to do what we  
13 have done to date, but we see now that if the ceilings  
14 are continued the way they are, that this will not be  
15 the situation, that there will be a very noticeable  
16 change in the quality. I think this is the point we  
17 feel very strongly. There have been perhaps to date  
18 a number of positive occurrences. I think this is --  
19 the ceiling situation, there is no unanimity of Trustees  
20 on this as far as some support them fairly well and  
21 others don't support them at all. I think in general  
22 there would be a feeling that there have been some  
23 positive effects to date, but if some new system isn't  
24 found -- I don't think, having listed the requirements,  
25 we all realize the problem with the homeowner and  
26 property taxes and we have the old age pensioners, this  
27 type of person we are really concerned about, you know.  
28 I am not concerned for myself. I am getting good value  
29 for the money I am paying in school taxes, but there  
30









1 are a lot of people who view it as a serious problem.  
2 We are concerned about the level of the problem. As  
3 you note in our brief, we did not ask it be taken away  
4 completely from property taxation. We would be quite  
5 concerned if that were / <sup>done.</sup> I don't think you would end  
6 up really serving anyone if you were to do that.

7 THE CHAIRMAN: Bruce, in your judgment, I  
8 gather and I would like Bill's opinion on this, is the  
9 quality of education in Metropolitan Toronto in 1971  
10 and 1972, was it a factor? You are concerned about  
11 1973 if the ceilings are held?

12 MR. BONE: It is very difficult to say the  
13 quality has not declined.

14 THE CHAIRMAN: I don't know how you measure  
15 quality.

16 MR. BONE: There have been some changes  
17 we have made that are bound to have some detriment on  
18 the classroom situation. I think what we are saying  
19 is that perhaps the changes we have been forced to  
20 make to meet the ceilings to date, the cost savings  
21 perhaps are substantial enough that a small detrimental  
22 effect it has had to date has not been serious, but I  
23 don't -- I would like to make it clear that there is a  
24 wide spectrum of opinion on this and Mr. Hill, I know,  
25 will give you a different opinion than I have given  
26 you.

27 THE CHAIRMAN: I know, I sat on a Board of  
28 Trustees. Bill, give us a professional opinion.

29 MR. McCORDIC: I think thus far we have  
30





1        been able to meet the ceilings because they were  
2        applied at almost precisely the time that our enrolment  
3        began to decline.

4                If you look at the record of School Boards  
5        across the Province, when these circumstances have  
6        prevailed in the last 30 years, generally what happens,  
7        you don't reduce staff. Pupil-teacher ratio declines,  
8        not on a planned basis, but just because you don't  
9        adjust your staff to a declining enrolment. The effect  
10       of the ceiling has forced us to look very closely at  
11       this and we have, therefore, been able to meet the  
12       ceilings, in my opinion, with very little serious effect  
13       upon the program.

14               We have been forced to be more efficient  
15       because of the ceiling. We have been forced to budget  
16       more carefully, to change our style, a style that is  
17       now geared to a declining enrolment in most of the  
18       systems, rather than an expanding enrolment. I don't  
19       know how long that can continue as the ceilings continue  
20       to impinge more and more upon us in Metropolitan  
21       Toronto.

22               MRS. FARR: What kind of problems do you  
23       see next year if this continues?

24               MR. McCORDIC: The big budget item is the  
25       people item and it will force us to reduce the staff  
26       allocation. The Trustees were most reluctant to  
27       undertake this and this year they achieved some slight  
28       downward adjustment of staff allocation, reduction in  
29       staff.





1 THE CHAIRMAN: Talking about pupil-teacher  
2 ratio and the total number of teachers?

3 MR. McCORDIC: We are talking about pupil-  
4 teacher ratio. There has been a shrinking of staff  
5 because of shrinking enrolments. A shrinking pupil-  
6 teacher ratio. The ceilings for 1973, in my opinion,  
7 cannot be achieved without a fairly major cut in  
8 available staff for the children we will have in '73.

9 MRS. FRASER: Just on that point, one that  
10 really springs to my mind is going to suffer drastically  
11 are schools for retarded children because here is an  
12 area which we took over from the Province and they are  
13 coming into the ceiling reduction as well. So we are  
14 finding now that we have our enrolment where we can  
15 enter them and they come in at 5 and continue to 21  
16 and we are getting more and more pupils in the school.  
17 And we are now trying to get a junior Kindergarten  
18 program going for these <sup>children.</sup> / They need it as much  
19 as other children do. The schools for retarded children  
20 are going to suffer drastically because they are  
21 grouped in the ceilings as a "normal" pupil at the  
22 secondary level.

23 DR. McCARTHY: What proportion of the  
24 student body does that represent?

25 MRS. FRASER: I'm no good at statistics.

26 MR. THORMAN: Thousands of retarded children  
27 in the school system, secondary schools is about 117,000.

28 MRS. FARR: What about your library budgets?  
29 Have they been cut?  
30







1 MR. BONE: Our supply budgets for library  
2 resource centres have been cut. There hasn't been  
3 anything really. There hasn't been anything that has  
4 not been cut.

5 THE CHAIRMAN: From what you propose to  
6 spend or what you spent in the previous years? The  
7 public get awfully confused in this discussion.

8 MR. BONE: If we were spending two years ago  
9 ahundred dollars and we are still spending a hundred  
10 dollars, we regard that as a cut, because we are not  
11 buying the same now for a hundred dollars that we were  
12 buying two years ago, as far as books. We would consider  
13 that as a cut in effect. We have made, in projecting  
14 dollars for student supplies, we would consider a flat  
15 budget if we were just increasing enough to be able to  
16 pay the same amount we had purchased the previous year.

17 MR. KERR: Have the cuts in the library  
18 service been disproportionate to the overall cuts?

19 MR. BONE: It is handled differently by  
20 each of the six area Boards. Say for the North York  
21 Board, the answer is no. I don't think it has been  
22 disproportionate anywhere.

23 MR. HILL: I would like to go back to one  
24 point, a question Mr. McEwan raised before about what  
25 effect it has had on the school systems. I think it is  
26 important to say that the limitations have precluded us  
27 from making any addition .. the program, or any changes  
28 in our programs, we may feel is desirable that would  
29 cost money.

30 One place I believe we should be spending





1 a great deal more money is the primary grades, primary  
2 education in regular classrooms and we just can't do it.  
3 It is impossible. It is long overdue.

4 MRS. FARR: Why did you start junior  
5 Kindergartens?

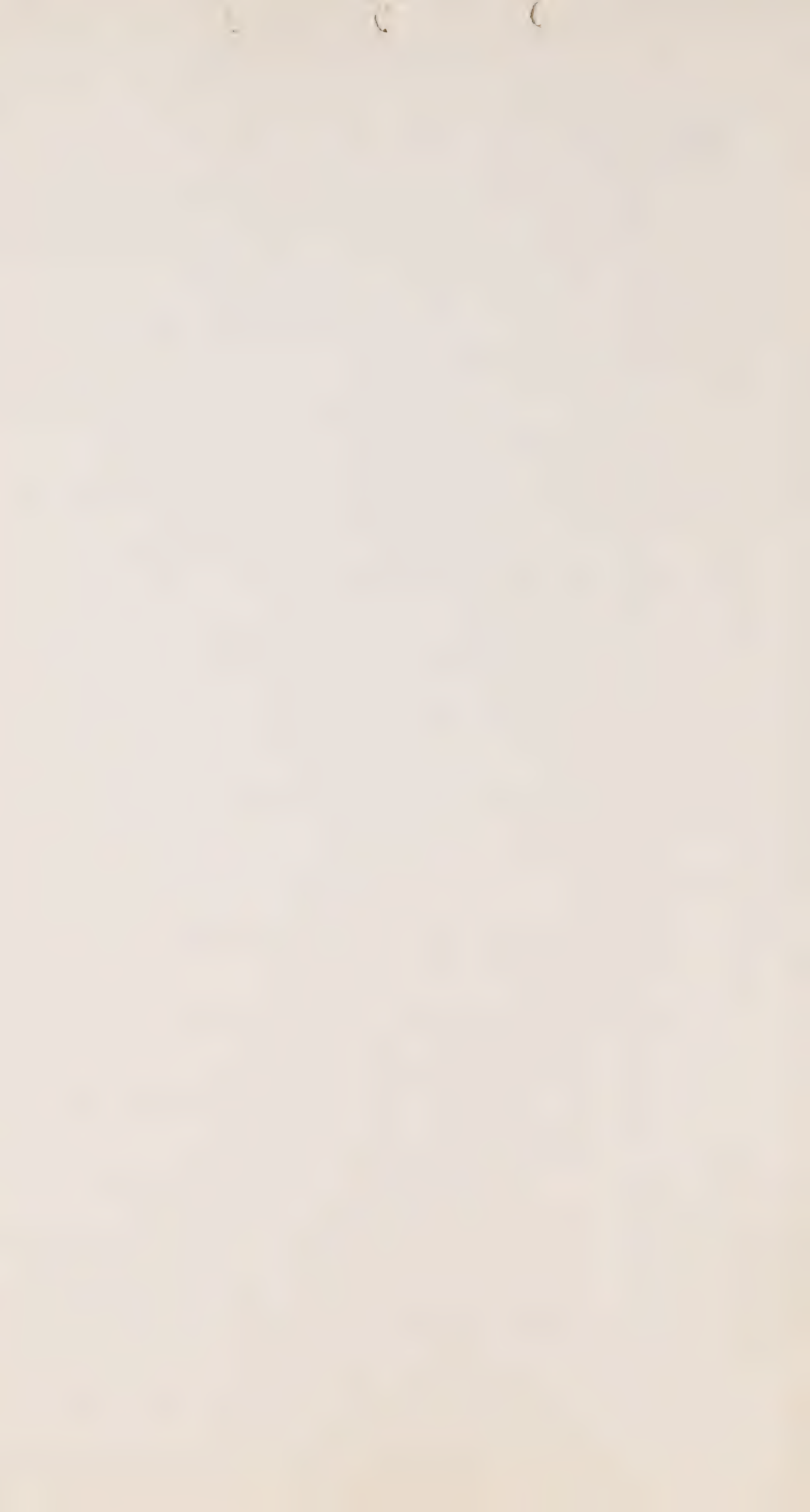
6 MR. BONE: Can I comment on that? I have  
7 got a hangup with the ceilings and because of the  
8 junior Kindergartens I may not necessarily be speaking  
9 for the majority, but I know a substantial number of  
10 the North York Board <sup>persons</sup> / feel this. I don't think, had  
11 we been given the opportunity in North York to spend  
12 that same amount of money in grades, the existing  
13 Kindergarten and Grades 1 and 2, that we would probably  
14 have started junior Kindergarten. To many of us we  
15 have real concern, because Mr. Hill has said, this is  
16 where the money should go.

17 If we were given priorities, we would  
18 probably have/said we would like to see it go to  
19 Kindergarten and Grades 1 and 2. This is one case  
20 where the ceilings didn't give us an alternative at all.  
21 This is a real fault, in my opinion.

22 MRS. FARR: Is it true you can make a lot  
23 of money on the junior Kindergarten?

24 MR. BONE: I don't think really.

25 MR. HILL: If you are talking about making  
26 money in terms of being able to get or being allowed  
27 to spend more/money under the grant system, it is true.  
28 The grant system is constructed in a <sup>unusual</sup> rather / way that  
29 we can add as many pupils as want in the system, but  
30 we can't add any more dollars per pupil. That is the





1 situation where the grant system might allow us to spend  
2 \$800 per student in the elementary grades but it only  
3 costs \$700 to look after an incremental junior  
4 Kindergarten student.

5 MR. McCORDIC: They think it is important  
6 on the junior Kindergarten, the action of the Board has  
7 to be considered in the light of what their overview  
8 of the situation was. Their overview being that there  
9 is needed now a Province-wide strategy for pre-school  
10 care, training and education from birth to school  
11 entrance age, whatever that may be. Now the Metro  
12 Board gives a yes, area Boards ought to be free this  
13 year to increase the number of junior Kindergartens,  
14 is in terms their main thrust/off the development of such a strategy  
15 and we hope the Province will move in that direction  
16 through its new grouping of Ministers.

17 THE CHAIRMAN: Do you have the figures on  
18 the cost per pupil for the years '70, '71 and '72 for  
19 elementary and secondary students?

MR. BONE: Not unless Mr. Thorman has them.  
20 We have them, but I don't think we have them with us.  
21 They certainly are available and Mr. Thorman could get  
22 them to you.

23 Could I make one comment? I am going to  
24 have to go in a moment. We tended to think we have a  
25 special case in Metropolitan Toronto, and we all feel  
26 very strongly on it. One of the reasons we have not  
27 had the problems <sup>the</sup> in/Metropolitan Toronto school system  
28 that we see in a lot of large American cities is we  
29 feel we have spent very large sums of money in our new  
30







1 City schools. When you look at our average cost per  
2 pupil, it is really not a fair figure because if you  
3 were to take the City of Toronto and take an elementary  
4 school in the north end of the City, and take one other  
5 school, the per pupil cost varies quite considerably.  
6 We feel that if something isn't done about the ceilings  
7 as they are proposed, this is going to have a very,  
8 very detrimental effect on our efforts to try and look  
9 after the serious problems that do exist.

10 We feel that this is a far better invest-  
11 ment to spend it in our school systems, rather than have  
12 to look after all the problems later. I think this is  
13 the biggest concern, that anything should prevent us  
14 from being able to provide a good education.

15 DR. McCARTHY: The weighing is the concern of  
16 special education.

17 MR. BONE: They certainly haven't to date.  
18 We have been promised a study and it is probably a little  
19 unfair to pre-judge it, but if there isn't a very  
20 substantial change, we are going to be in terrible  
21 trouble next year.

22 MR. TROWELL: What do you mean by "terrible  
23 trouble"?

24 MR. BONE: Well, we are going to be faced  
25 with one of two alternatives: either a lot of the  
26 special programs that we put forth in Metropolitan  
27 Toronto that maybe are not -- have not been put forth  
28 to the same extent elsewhere in the Province, we will  
29 have to curtail or we will have to very much increase  
30 the class size in the average classroom. We are





1 going to be forced to do one of these two things. It  
2 is going to be -- the amounts of money that we see --  
3 we just can't make any further cuts in classroom  
4 supplies. We have got everything cut back. If we cut  
5 any further, it doesn't become a profitable use of  
6 personnel and some of the classrooms cannot be  
7 properly operated.

8 We have looked awfully hard at our  
9 maintenance areas and we realize we are gradually  
10 overcoming some problems but they can't be done  
11 overnight. We are left with the classroom situation  
12 and the pupil-teacher ratio is the only item that we  
13 are going to have to make a substantial change in here.

14 THE CHAIRMAN: What do you mean by  
15 "substantial change"? What is it now and what might  
16 it be?

17 MR. BONE: Well, at the elementary level  
18 I would just be guessing because we have only looked  
19 at the total.

20 THE CHAIRMAN: What is your best/guess at  
21 the present time? I realize it can't be very much  
22 more than that.

23 MR. BONE: Mr. Hill has said 5 per cent  
24 and I would have thought it would be worse than that.

25 MR. THORMAN: It seems to be based on  
26 preliminary figures, we have to cut back something like  
27 17 million dollars to hit the ceilings.

28 THE CHAIRMAN: From what you are spending  
29 today?

30





1 MR. THORMAN: Projected with the cost  
2 increases.

3 THE CHAIRMAN: 17 million less than what  
4 you have projected?

5 MR. THORMAN: Yes.

6 THE CHAIRMAN: There is a lot of misinforma-  
7 tion got into the / press. The reports for projected budgets  
8 in cuts -- a lot of people thought they were cuts from  
9 last year.

10 MR. THORMAN: The projections are not  
11 projections of any increase in program or expansion  
12 of any services. These are taking into account the  
13 cost of living increases, what they would mean  
14 interpreting the various items as the budget would be  
15 applied, price index increases, anticipated  
16 increases in contracts which are being sort of  
17 indicated now by settlements. The \$17 million would be  
18 cuts from those figures projected in 1973.

19 THE CHAIRMAN: I appreciate your coming.

20 --- Mr. Bone withdraws.

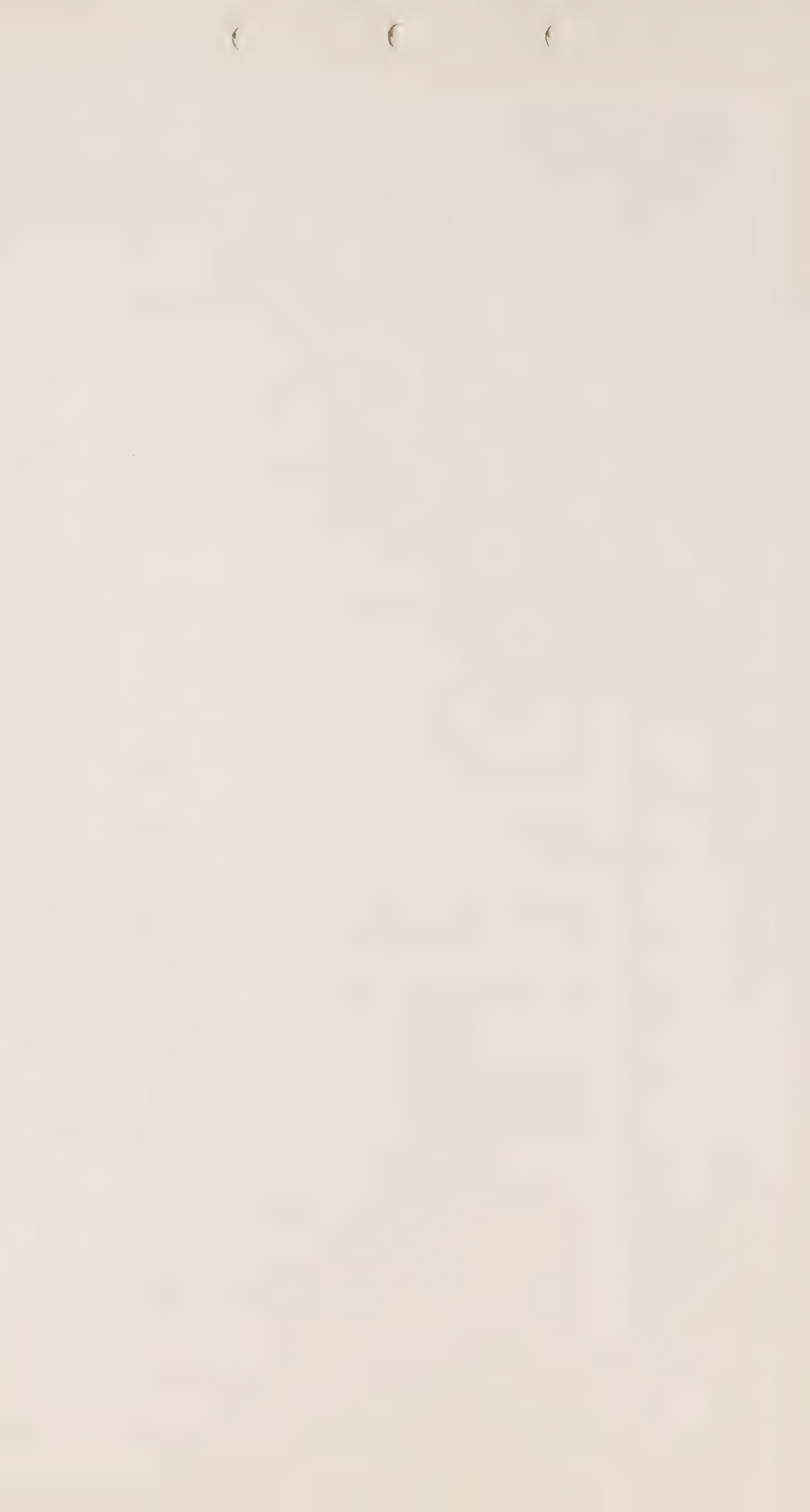
21 MR. THORMAN: The 17 million is from the  
22 projected figures in 1973 and in terms of the pupil-  
23 teacher ratios, this is just a guess at the moment --

24 THE CHAIRMAN: If you say 5 per cent --

25 MR. THORMAN: Three or four students.

26 THE CHAIRMAN: The ratio would be what?  
27 Somewhere around 24 now? You are talking about elementary  
28 and secondary, are you?

29 MR. THORMAN: We have in fact produced  
30 statistics which indicate what an increase of one would







1 be in terms of a budget saving. I didn't bring those  
2 with me. We could provide you with that information.

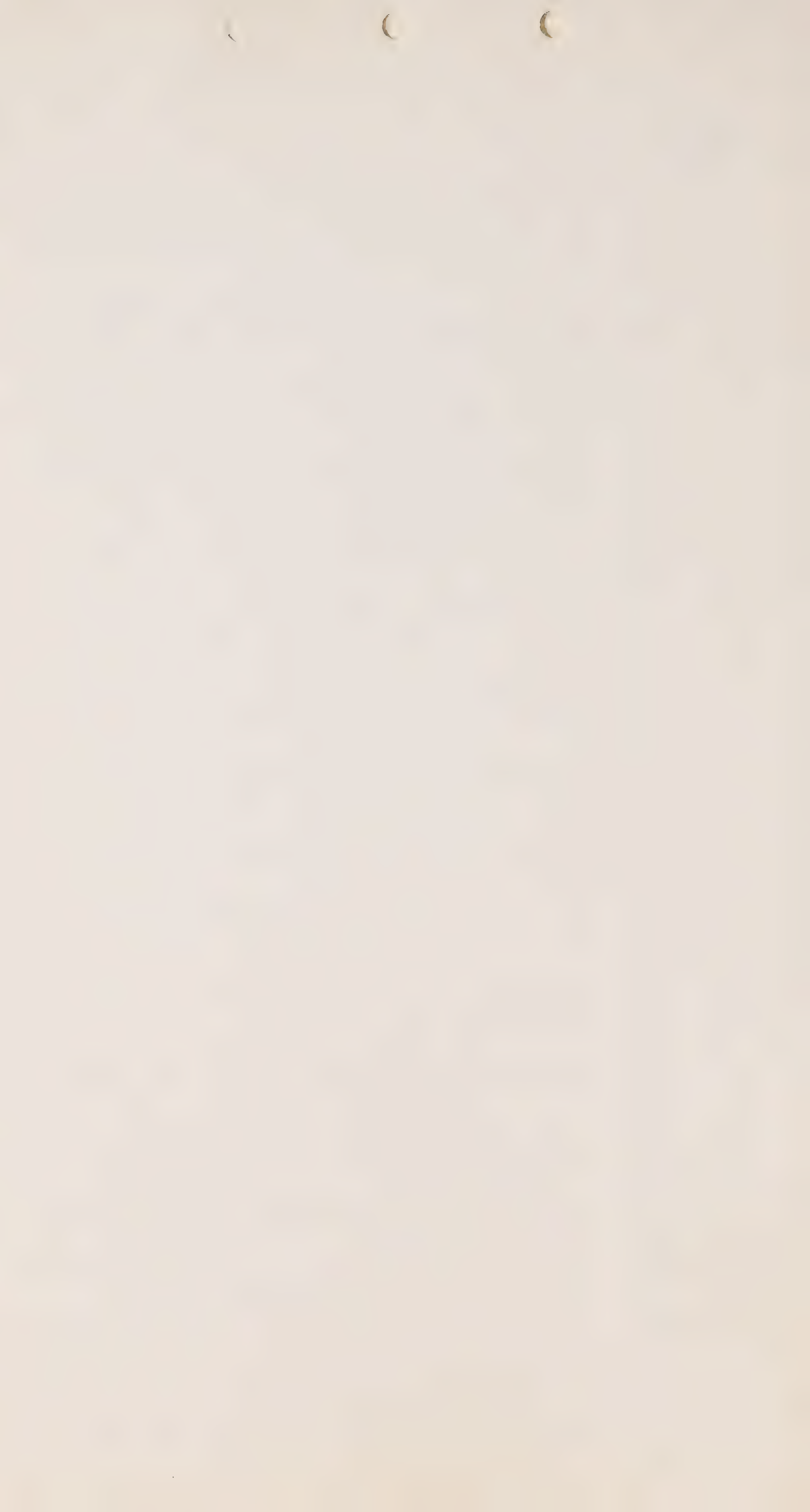
3 MR. McCORDIC: It would be about that in an  
4 elementary school, that is right. The problem with an  
5 overall ratio in the elementary schools in Metro is  
6 the fact that we include such things as the day school  
7 for the deaf, the orthopedically handicapped, where  
8 they do tend to bring down our overall ratio.

9 THE CHAIRMAN: I am familiar with the school  
10 at the Crippled Children's Centre.

11 MR. HILL: We must realize that if we cut  
12 one in twenty of our staff -- not talking about any  
13 reductions because of the decreased enrolment -- this  
14 is increasing the pupil-teacher ratio. I can't speak  
15 for the next Board, but I am sure this Board as it is  
16 presently constituted, would not be increasing the  
17 pupil-teacher ratio in any of these sensitive areas at  
18 all. It would all happen in the regular classrooms  
19 at the upper end of the elementary school and secondary  
20 schools. You might get an effect of maybe 7 or 8 or 9  
21 per cent increase in class sizes in these areas.

22 MRS. FRASER: When you said what you mean  
23 by "terrible trouble", I am not a statistician. I just  
24 see what happens in the classrooms where I spend a  
25 great deal of my time. If I tend to get a bit emotional  
26 about it, you will understand why.

27 Part of the problem is we have a very  
28 severe situation in the downtown core and the outlying  
29 areas and these are full of children who come with no  
30





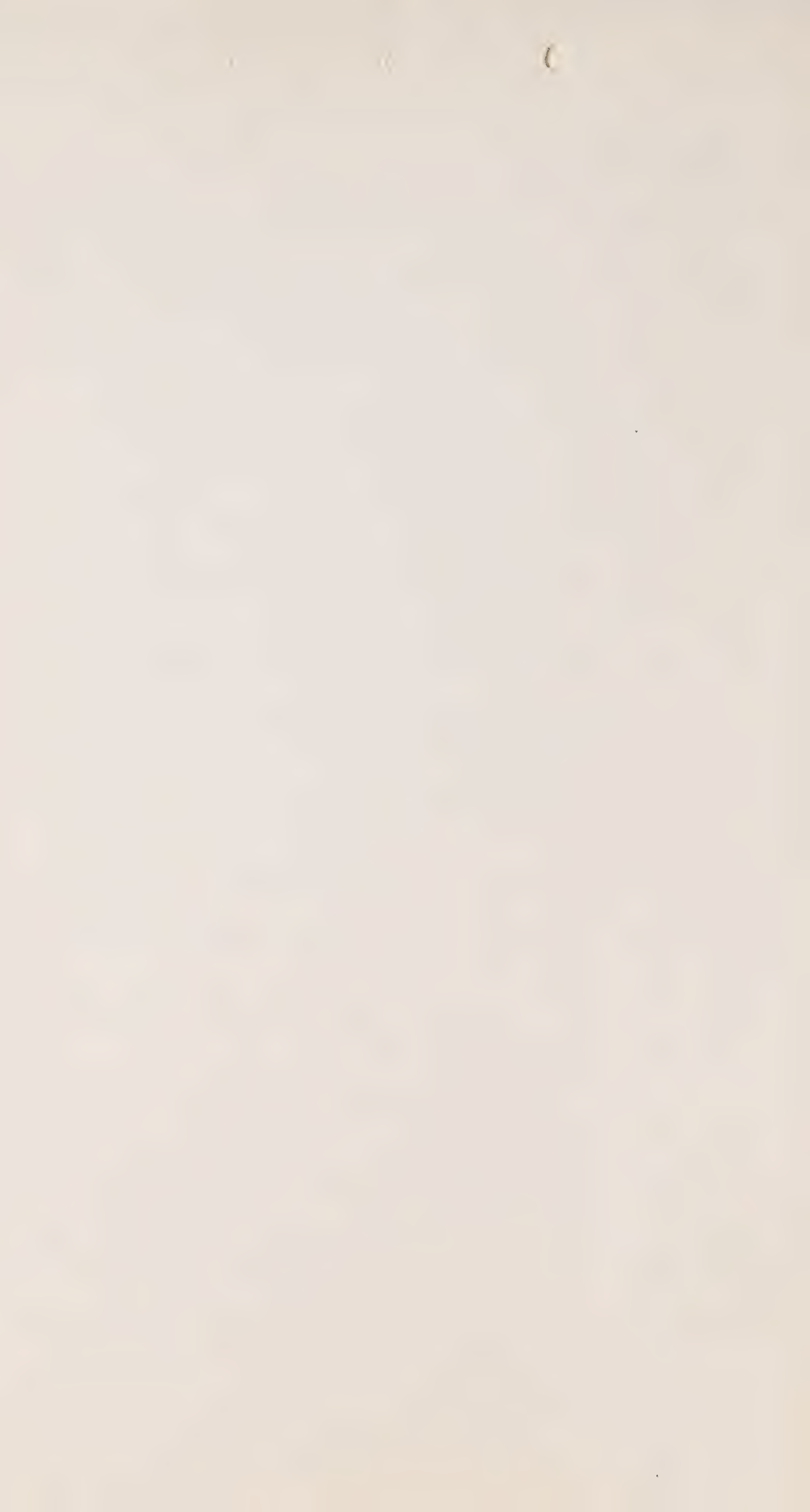
1 English language at all. You must teach these children  
2 to speak English. There is, if there is increase  
3 in classroom size the teacher cannot devote the time  
4 and the child's studies suffer. They stay in school a  
5 longer time and that is false economy to me.

6 The second thing that bothers me is the  
7 emphasis on special education; it is really needed.  
8 We all know we have to be flexible. Each child cannot  
9 be taught in a book form. They are all different and  
10 sometimes have problems. These services are taken  
11 advantage of by everybody in the Province. I am glad  
12 they are available. If something isn't done to relieve  
13 the pressure that is being put on us by these ceilings,  
14 in these specified areas, in my view, we are going to  
15 have to close down these special classes and the  
16 children are not going to be able to learn their  
17 English and therefore get their academic subjects as  
18 well.

19 THE CHAIRMAN: Why would you place such a  
20 high priority on that?

21 MRS. FRASER: It costs so much. You have  
22 to have a small class size and in some cases a teacher  
23 can cope with one or two children when you have  
24 emotionally disturbed children, children with severe  
25 learning disabilities and perceptual handicaps. If  
26 you have to increase your classroom size, if they are  
27 being grouped in, the teacher cannot devote the  
28 attention to them.

29 Not closing down is a bad word -- I  
30





1 shouldn't have said that. We will have to stop children  
2 from going into them. We won't be able to expand them  
3 or increase them. The children won't be getting the  
4 same kind of attention they are now, and they need it.  
5 Surely that is our priority.

6 DR. McCARTHY: What is the difference in the  
7 enrollment between a class -- I assume you have some  
8 straight classes and mixed classes. But how many  
9 students on an average can a teacher handle, let's say  
10 with Italian immigrant children who can't speak  
11 English? What is the student teacher ratio in that,  
12 or are they all scattered among regular classes?

13 MRS. FRASER: They are all through the  
14 regular classes and worked on in a withdrawal program  
15 and take these special English classes for periods  
16 during the day and put back in their normal classes.  
17 I have seen teachers that I have talked with say they  
18 could get best results by working with half a dozen  
19 at a time. But at the moment they are working in  
20 groups of, from a dozen to 16. You know -- I shouldn't  
21 say that -- I really see this as a severe problem that  
22 nobody has really recognized to <sup>the</sup> / degree it should be  
23 because the children while they are learning English  
24 don't get their academic studies and they are in  
25 school longer and therefore it is costing more.

26 MR. THORMAN: Saying the same thing,  
27 perhaps the effects are not going to be as visible as  
28 we might like because the visibility of the problem  
29 makes it easier to bring pressure and leverage. I  
30



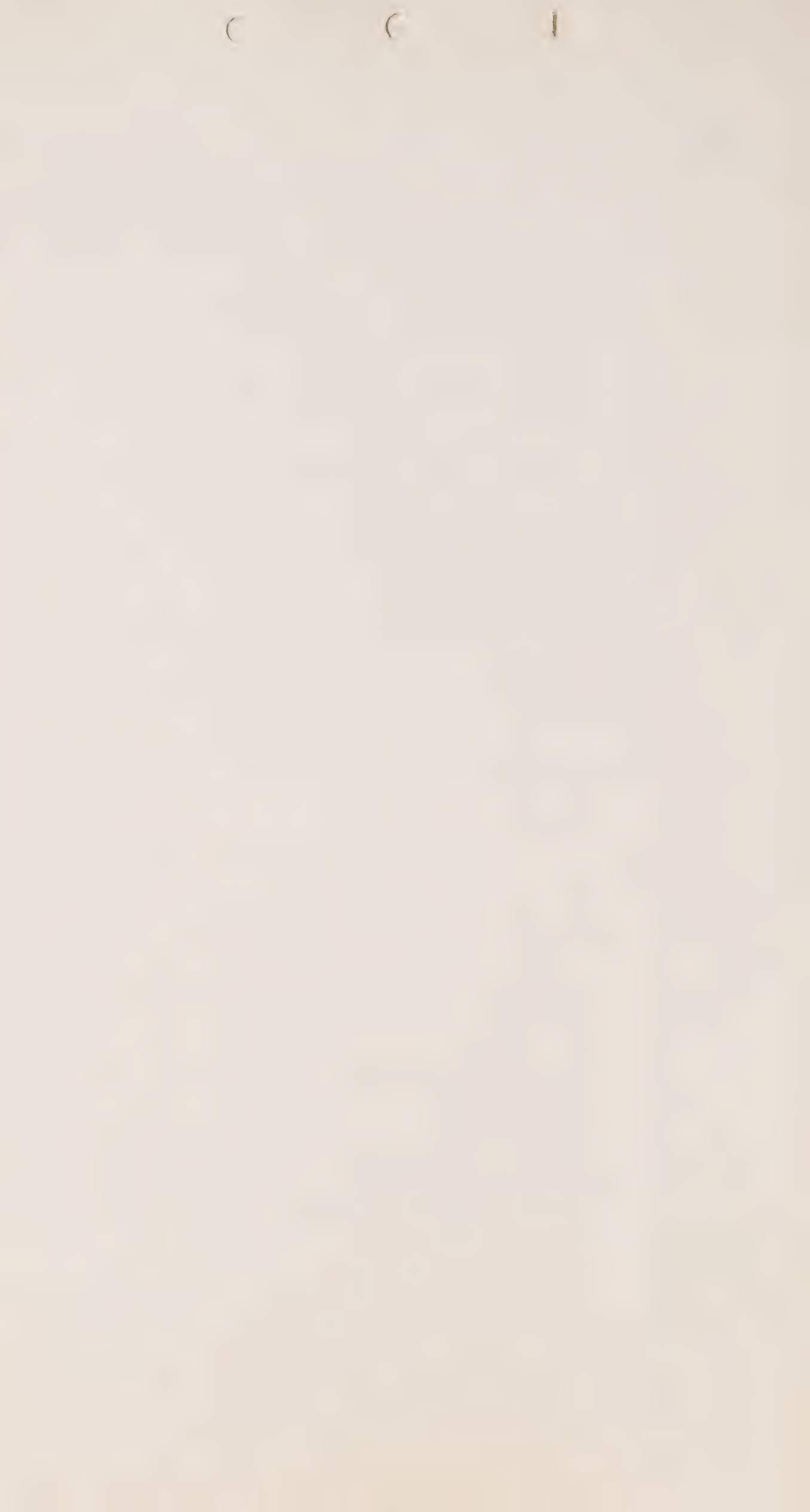




1 think what will happen is that perhaps the classes  
2 won't disappear but instead of what they recommend as  
3 being the appropriate ratio, perhaps 10 to 1 or 8 to 1  
4 of the special classes where they are severely handicapped  
5 children, these ratios will rise from maybe 8 to 1 to  
6 12 to 1. You can't measure the effects of that except  
7 in maybe 20 years and observing what happens in the  
8 performance of these children as adults. This is the  
9 thing that is a bit frightening in that when we got into the  
10 budget cuts initially, we went into all the non-  
11 classroom areas and as Mr. Bone said, and we have to  
12 improve the efficiency of the Departments and got <sup>rid of</sup> a lot  
13 of traditional things which have sort of been brought  
14 forward from the past in terms of staffing arrangements  
15 and so on.

16 The first year we went in these areas very  
17 carefully. For example, we examined the whole insurance  
18 problem and saved about a quarter of a million dollars  
19 the first year by having self insurance and including  
20 the -- moving the insurance carriers to give us better  
21 rates. We are now looking at the computer areas.  
22 Hopefully with the same results. We are looking at the  
23 traditional hookup with the fair rates scales, to see if we  
24 can pry ourselves loose from that. These have effected  
25 savings.

26 In the second year of reviewing the budget,  
27 we had to get into the classroom area because there  
28 are simply no other areas that could produce the  
29 amounts of money and we were in trouble this year until  
30





1 we persuaded the Government or the Department of  
2 Education to recognize the community use of schools. This  
3 was an issue that came in under the ceilings, which we  
4 were trying to promote. We managed  
5 to get by this year, but the magnitude of the cuts  
6 based upon the information we have at the moment in  
7 1973 will require us to go back into the instruction  
8 areas of the budget, with the result that we probably  
9 will not cut out the classes particularly but increase  
10 the enrolment against the advice of people who are  
11 working with the children with special problems.

12 The alternative is to put pressure on the  
13 regular, normal student and to cut out opportunities  
14 which they should really have. These are the things  
15 which are not that visible.

16 DR. McCARTHY: Taking the figure you raised  
17 of 17 million you have to cut back as it were, would  
18 that bring you to the 6.30 per student, the ceiling  
19 proposed for next year at the elementary level?

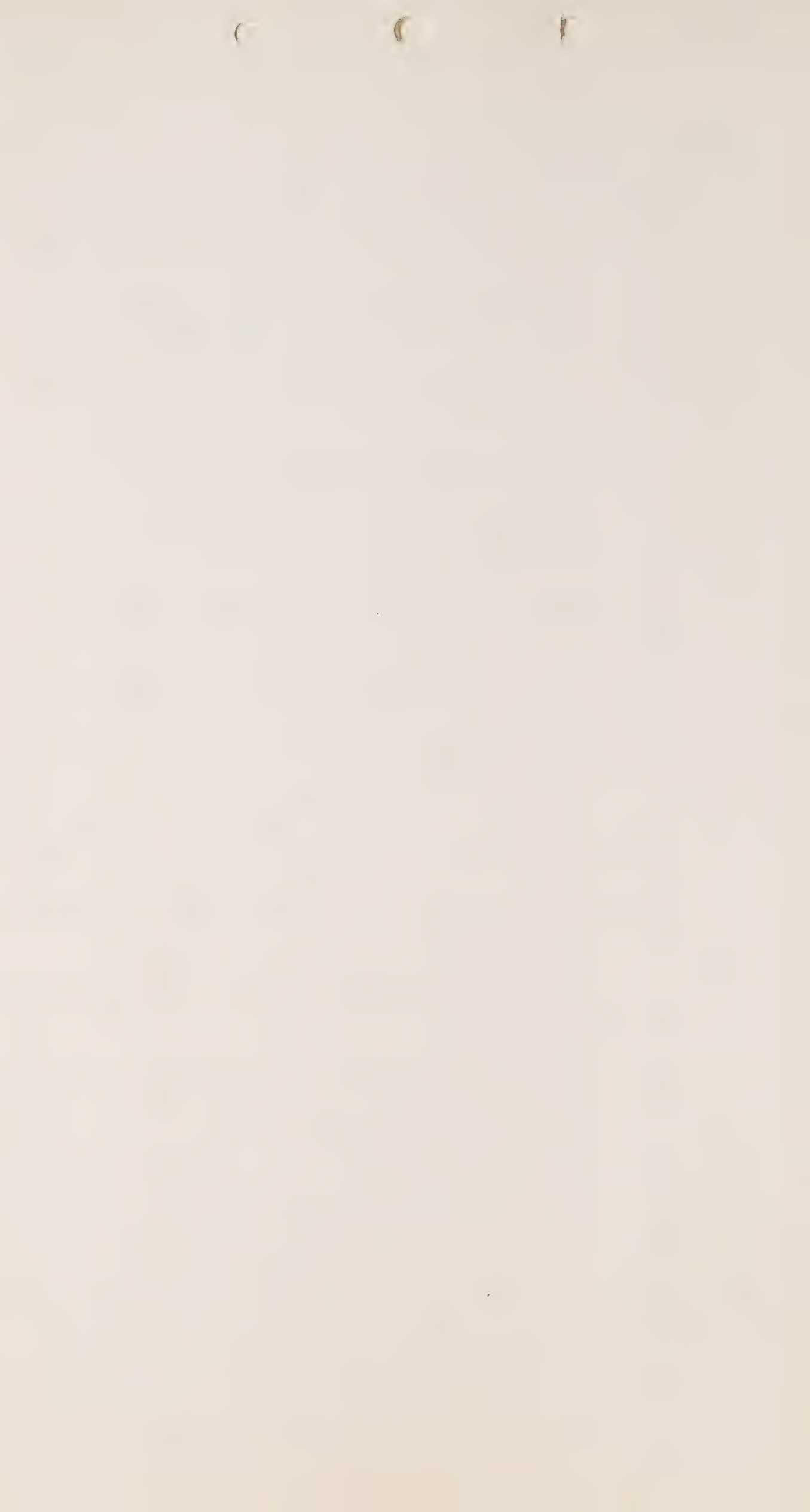
20 MR. THORMAN: We have to take the basic one  
21 and weight it.

22 DR. McCARTHY: The weightings are generally  
23 applied so that is a special one?

24 MR. THORMAN: That will take us back  
25 to the ceiling as calculated from that.

26 DR. McCARTHY: What would it have to be for the  
27 base in order to avoid the so-called "terrible trouble"?  
28 What would it have to be for Metro instead of 6.30?

29 MR. THORMAN: I don't know whether you can  
30 answer by saying the base is wrong or/ you should say  
whether





1 the weighting factors are wrong. The problem with the  
2 weighting factors this year is that they work on a  
3 basis that they take sort of a medium position and say  
4 anybody below that gets nothing, and if you happen to  
5 be down here (indicating), you get lots of money. If you  
6 happen to be close, you get no additional weighting, but  
you don't get ...

7 DR. McCARTHY: But you are in favour of it,  
8 outside of that?

Not at all.

Belt 37

9 MR. THORMAN: / There are problems with the  
10 weighting factor where you go above because they put on  
11 a ceiling and say "That is as far as we are going."

12 DR. McCARTHY: Leaving the weightings alone  
13 for a moment, how much extra money would you have to  
14 have on the base?

15 MR. THORMAN: I guess the only way you could  
16 answer that would be to divide the 17 million by the  
17 number of pupile we have and that would give -- I don't  
18 know how the 17 million breaks down between the  
19 elementary and secondary.

20 MR. HILL: On the average it would be <sup>about</sup> \$40  
21 but it might be 60 secondary and 35 elementary.

22 DR. McCARTHY: I am only speaking of the  
23 elementary.

24 MR. THORMAN: The 17 million was elementary  
25 and secondary. I don't have that split in my head.

26 THE CHAIRMAN: It would be much easier if  
27 you had done some serious research on pupil-teacher  
28 ratios in all sorts of classes. I agree the frightening  
29 part about working with the field of education is you  
30 do something today and think you are so right and now







1       you find out you are absolutely wrong years later.

2                   MRS. FRASER: I forget the man's name who  
3       did it at Columbia University.--

4                   DR. McCARTHY: That would never support the  
5       idea that/ <sup>you</sup> have to stick with those ratios.

6                   MR. FRASER: No.

7                   THE CHAIRMAN: We really don't know the  
8       optimum pupil-teacher relationship.

9                   MRS. FRASER: To me it makes common sense  
10       when you have a child in Toronto with a problem, he,  
11       at any particular time, needs more  
12       individual attention, and that indeed is what your  
13       function should be at that time, so he can move into  
14       the regular classroom. It is an ongoing kind of thing  
15       because one goes and one comes in, so it makes sense  
16       that any specialized lines you have the lowest possible  
17       pupil-teacher relationship.

18                   MR. THORMAN: It seems to us that the  
19       people who can most perhaps judge as to the effects of  
20       programs and the pupil-teacher ratios, are people right  
21       close to the classrooms situation. I don't think you  
22       can sort of legislate this thing from afar with any  
23       degree of sensitivity, but you have to rely to a great  
24       extent on the people who are facing the number of  
25       children that they have and the children with a  
26       particular set of problems. A ratio that might be  
27       appropriate some place else might not be appropriate  
28       in a particular situation. Under the ceiling approach  
29       to controlling costs, it seems to us that you are  
30       creating a lot of distortion which the Department



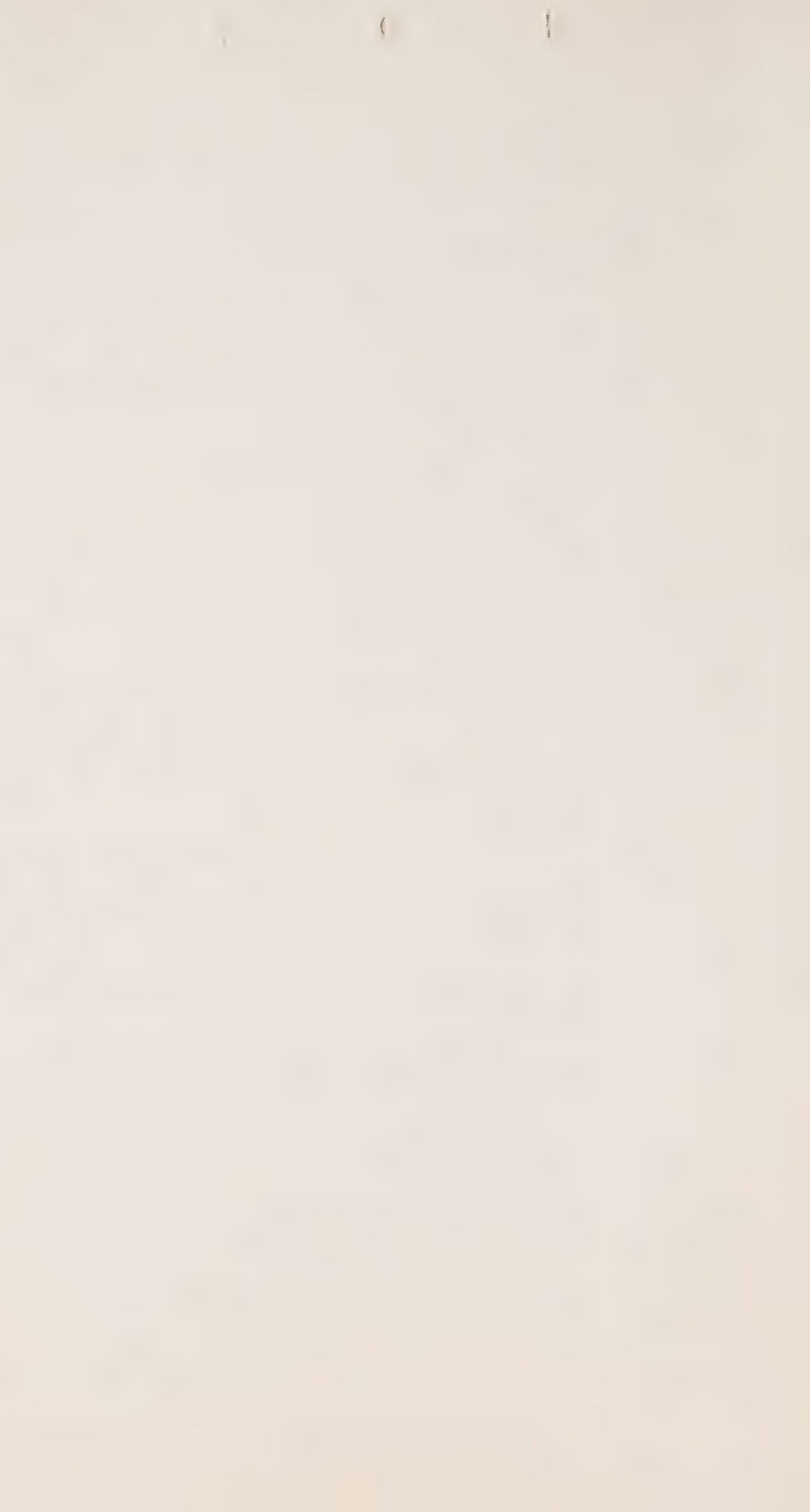


1 isn't aware of and we can't really predict -- talking  
2 about the junior Kindergarten distortion, we were really  
3 sort of encouraged to move in a certain direction which  
4 we probably wouldn't have moved in if we had not had  
5 that kind of encouragement, which was a straight  
6 monetary kind of encouragement.

7 It seems that any kind of a formula that  
8 you produce which attempts to duplicate what is  
9 for the purposes of control tends to be very rough,  
10 practically an impossible task, because you can't  
11 measure all the things you have to measure.

12 THE CHAIRMAN: Is it possible that in a  
13 Province such as Ontario, to find such a tremendous  
14 variety of situations and come up with any absolutely  
15 perfect system of weighting?

16 MR. THORMAN: The report suggests that if  
17 the problem is in fact cost, let's look at where the  
18 costs are going, because no one has really said we think  
19 the costs -- nobody has come up with any statistics  
20 which I can really support. They have not really  
21 adequately, in my view, taken into account the forces,  
22 declining enrolment and the fact that the high costs  
23 incurred. . trying to cope with the bulges that come  
24 through, they tend to be fairly -- they are not as  
25 efficient as they might be. When you project those  
26 things out, you find that the costs are not out of  
27 control, in fact they are beginning to trend down in  
28 relation to total government expenditures. And we want  
29 to project maintaining the pupil-teacher ratio and  
30





1 we project maintaining the mix of teachers with  
2 University degrees as opposed to those who came by  
3 other routes.

4 As you get into the future and you want to  
5 change and do something with pupil-teacher ratio, you  
6 are going to affect the cost. If you say you want to  
7 implement all teachers with University degrees, then  
8 you are going to have an impact of cost as well.

9 THE CHAIRMAN: You will be replacing  
10 teachers of lower qualifications with higher qualifica-  
11 tions on the salary scale. This has to increase the  
12 cost eventually over a period.

13 MR. THORMAN: That is the point we are  
14 making. If, in fact, you say you want to control costs,  
15 don't start putting in programs that say you must have  
16 University degrees.

17 DR. McCARTHY: That is a little bit loaded  
18 in the sense that if you look at the projections of  
19 future enrolment, speaking here of the Province as a  
20 whole, because I don't know with respect to your own  
21 Board, but enrolment is going to drop to 171,000 kids  
22 in the next eight or nine years, then when that  
23 happens the proportion of teachers having to be replaced  
24 is going to be reduced very considerably. The only  
25 ones you are going to be hiring is when you get  
26 below the level of necessary replacement.

27 MR. THORMAN: There is a natural turnover.

28 DR. McCARTHY: But that may be taken care  
29 of by reason of not hiring anyone to replace them.

30 MR. TROWELL: I would like to come back to







1 the idea of a special case concept of Mrs. Fraser's  
2 about the immigrant children. I wonder whether or not  
3 the enrolment is not dropping in that particular area  
4 or not as it is generally throughout the Province. I  
5 have a feeling, based on a number of publications and papers  
6 and so on, that the net result of immigration is that  
7 the larger urban centres tend to become reception  
8 centres for a disproportionate number of immigrants  
9 and for their children and they cause inflation in  
10 Metro Toronto. I would be interested in knowing  
11 whether immigrant children enrolment as it is, is  
12 going up or going down relative to the rest of the  
13 native born?

14 MRS. FRASER: I have no indication that it  
15 is going down. It seems to be the one thing that is  
16 always steady because in my own particular area, which  
17 is one of the heavy reception areas where they come in,  
18 they stay for a few years and then they move out up  
19 north or out to Scarborough, or wherever there are  
20 better homes. This is constant. The Anglo-Saxons in  
21 my area are in the minority and I have never seen it  
22 changing in the past few years at all. This is an  
23 area where they come in with no English at all.

24 MR. TROWELL: There is also an indication  
25 in the Ontario Economic Council's first report that if  
26 the present immigration trend continues we can expect  
27 Asians and may  
28 a rising number of West Indians which make up 30 per  
29 cent of the total immigrants in Ontario. They can't go  
30 anywhere but Toronto.





1 MRS. FRASER: In one particular area in my  
2 area there is a heavy black population and they have  
3 changed the whole program in the schools to<sup>accommodate</sup>/their needs,  
4 because their English problems are as severe as a child  
5 coming from Portugal or Italy. The local social  
6 agencies are getting away from education/<sup>so</sup>that we are  
7 all having to tie in together to accommodate them.

8 THE CHAIRMAN: Getting back to your brief  
9 at the bottom of page 2 you are talking about National  
10 and Provincial objectives. We are having a terrible  
11 time trying to figure out some concise or exact way,  
12 exactly what are the objectives of education? Our  
13 Terms of Reference require us to measure the expenditures  
14 of funds against the objectives of education.

15 Do you have a clear, concise statement of  
16 objectives? We would certainly appreciate it. What  
17 are you referring to here? Does your Board, the  
18 Metropolitan Board of Toronto have a statement of  
19 objectives or do your rural boards have a statement of  
20 objectives?

21 MR. McCORDIC: Not in that formal sense  
22 I wouldn't think, no.

23 MR. HILL: In a general sense, though, the  
24 local boards certainly would have a fairly clear idea  
25 of what they are after.

26 THE CHAIRMAN: Is there any document known  
27 to everybody as to what your objectives are?

28 MR. THORMAN: May I just take a crack at  
29 answering? I don't think at the moment there is  
30 anything we could turn over to you by way of a written





1 document but I think there is a general recognition  
2 that the somewhat historical or traditional approach  
3 to budgeting and management planning has not been  
4 adequate, and so there is a great concern, and in fact  
5 there is a lot of study going on to begin to take a  
6 more systems-oriented approach, a more analytical  
7 approach.

8 In the Borough of York, for example, they  
9 are now, as part of the inquiry into this matter,  
10 establishing written objectives for elementary and  
11 secondary schools in a broad sense and bringing these  
12 objectives right down to the school level and classroom  
13 level. In other words, speaking to a teacher in, say,  
14 a special ed class, they require her to "We want you  
15 to put down on paper what your objectives, the objectives  
16 are that you feel are operative in your class." And  
17 then there is a review or screening to attempt to  
18 determine whether in fact it is an adequate description  
19 and part of the program budgeting role is saying "We  
20 want you to project these into the future and what your  
21 objectives are for this particular class. What  
22 direction are you heading." At the same time you are  
23 saying "We want you to specify alternative means of  
24 meeting these objectives."

25 THE CHAIRMAN: You are setting them up so  
26 they will be in writing?

27 MR. THORMAN: They would be expressed in  
28 terms of perhaps language skills or some of the children  
29 with physical and mental handicaps in terms of improve-  
30







1 ment in motor skills or whatever, and in terms of the  
2 regular grade students, they are identifying some of  
3 the basic skills, language being one, social development  
4 and so on, in an attempt to determine what you are going  
5 to use as a guidepost for measuring their advance.

6 Some that are already in use and some that  
7 are in the Ivory Towers of the Research institutions  
8 will be moved, I think as this movement catches on.  
9 At the moment there isn't a set of written objectives  
10 we could give you, although, as Mr. Hill has indicated,  
11 we are working under some objectives, but they have not  
12 been put down on paper.

13 THE CHAIRMAN: I understand.

14 DR. PHILLIPS: What is the position of the  
15 Provincial authorities on this approach?

16 MR. THORMAN: They have established a  
17 committee, EROS, Educational Resources/Occupations  
18 Systems or something like that. It is a body that has  
19 been set up for perhaps a five year tenure to inquire  
20 into <sup>program</sup> budgeting. I think the concept has been firmly  
21 enough established at the Federal level and many of  
22 the Departments at the Provincial level. Its value  
23 has been determined and they are now attempting to  
24 get it into the educational institutions.

25 DR. PHILLIPS: You see it as really being  
26 a keynote to budgeting in the future?

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27 MR. THORMAN: I don't see it as a panacea.  
28 It is going to require a lot of custom fitting and  
29 custom design, getting school boards to plan five years  
30 ahead to determine the direction in which they advance.





1 DR. PHILLIPS: Do you think it is compatible  
2 with our present structure of financing?

3 MR. THORMAN: I think the structural  
4 changes will be required as well. I don't think the  
5 ceiling approach is a reasonable approach because it  
6 is too mechanistic and too inflexible and doesn't  
7 allow local Trustees or local School Boards to really  
8 meet the needs where we are trying to meet the needs  
9 of the formula / rather than the needs of the kids we are trying  
10 to serve. I think the construction will change as we  
11 plan better and manage better. That is the concern of  
12 the Province in setting up Bureaus, that is an example.

13 DR. PHILLIPS: Your proposal concerning the  
14 trend line method, is this based on the acceptance of  
15 this into the future?

16 MR. THORMAN: Yes. The brief says where  
17 do we anticipate the costs are going? We say they  
18 are out of control now, but what would you regard as being  
19 level where they are under control? You can't answer  
20 that question by just saying what it should be in 1973.

21 DR. PHILLIPS: I wonder if you would  
22 elaborate to the committee a bit on this trend line  
23 you described.

24 MR. THORMAN: It looks, first of all, at  
25 what revenues will be available because this is what  
26 the Province and governments will be looking at in  
27 terms of allocating the resources. For most purposes  
28 we have used the projections of other authorities,  
29 gross National product, gross Provincial product and  
30





1 all statistics produced by other authorities, and we  
2 have noted the source. We have looked at the pattern  
3 of the Provincial spending over the past, in other  
4 words, what the Provincial budget relates to gross  
5 Provincial product, and we have taken a very  
6 conservative estimate on that, so we have estimated  
7 what the total Provincial funds available might be up  
8 to 1980.

9 We have looked at what the Province has  
10 said it would like to pay by way of a percentage<sup>of</sup>/total  
11 expenditure on education. We have looked at it at  
12 several levels, the 60 per cent level, which is the  
13 stated goal at the moment, and we have looked at higher  
14 levels, 75 per cent and higher.

15 We have also projected the costs and we  
16 have projected them on the basis of not changing any  
17 pupil-teacher ratio. If you increase them the cost line  
18 will go down and if you decrease them the cost line  
19 will go up. If you maintain<sup>the</sup>status quo <sup>with these pupil-</sup>/teacher ratios. If  
20 you allow teachers' salaries to increase, <sup>with</sup>the same sort of  
21 share of the general increase in the wealth of the  
22 Province, they would then roughly be receiving about  
23  $4\frac{1}{2}$  per cent in real dollars per year.

24 Having projected the cost line and the  
25 Provincial budget line, we then have drawn some  
26 conclusions. It seems as though the Provincial budget  
27 will be going up like this (indicating) as will the  
28 wealth of the community, and the cost of education.  
29 If you maintain the status quo, it will begin to  
30 flatten because of decrease in enrolments, because of









1 reduction in outstanding debt and so on. This leads us  
2 to believe the approach we can take as the government  
3 says what they believe will be an acceptable level of  
4 expenditure in education, under control in other words.  
5 They then would project this out. Local School Boards  
6 under the program budgeting approach are required to  
7 look into the future three or four years, so each Board  
8 does that now through the reporting system that is  
9 available through the Department.

10 You add those together and you come up with  
11 the total of individual School Boards projections and  
12 you compare those too, and, providing School Board  
13 projections are within these acceptable levels, then  
14 you say okay, they are acting responsibly, etc. And  
15 they move up those projections each year. If you find  
16 at any time the lines are out above, you say "You  
17 have got a problem. What is the problem?" By  
18 reasonably short analysis you can determine what the  
19 problem is and determine what <sup>the</sup> solution should be. You  
20 recognize, if you had anticipated the problem, with  
21 some lead in time to do something about it.

22 DR. PHILLIPS: Do you think there is any  
23 possibility of running into the same situation we have  
24 now that the Province's projection would be the  
25 ceiling and it would go up and stay there? Or it would  
26 go up and be pushed down?

27 MR. THORMAN: I think if you believe that  
28 the democratic system we have now where in fact now  
29 who  
30 Trustees/are elected locally have to face the electorate





1 and be accountable for what happens to the local tax  
2 revenues, that is where the/<sup>cost</sup> control is effective now.  
3 If that will operate, the answer is yes, there will be  
4 a difference -- like, it won't just go to the maximum  
5 permitted. Otherwise, the tax rate would have to go  
6 up substantially and the local Trustees would have to  
7 face that fact alone.

8 DR. PHILLIPS: (inaudible)

9 THE CHAIRMAN: You mentioned taking the  
10 school projections. Can you tell us which ones you were  
11 using, do you agree with them and have you come up with  
12 something else on a long term plan?

13 MR. THORMAN: We checked about three  
14 projections and what we have here represents what would be  
15 generally agreed upon. We have used -- we do quote  
16 the sources here. We used projections of the Department  
17 of Education, we used projections made by OISE and we  
18 made our own projections based upon our local --

19 THE CHAIRMAN: Which are you using for  
20 the long-term plan? Your own, I assume?

21 MR. THORMAN: Where there is a choice, I think  
22 we used someone else's. Just give me a second and I  
23 can answer that.

24 THE CHAIRMAN: I presume you used the (inaudible)  
25 in long-term planning.

26 MR. THORMAN: Enrolment forecasts were  
27 extracted from the document "Ontario Elementary and  
28 Secondary School Enrollment Population-1971 to 1981."  
29 This document was prepared by the Statistical Unit of the  
30 Ontario Dept. of Education, and published July the 7th,  
1971.





1                   So that it is using -- as I say, we checked  
2                   it from several angles and the statistics were very  
3                   close, so we decided to opt one for the one that was  
4                   officially recognized.

5                   THE CHAIRMAN: You have a five year planned  
6                   budget?

7                   MR. THORMAN: No.

8                   THE CHAIRMAN: Could you give us a copy  
9                   of this? Perhaps if you have broken it down between  
10                  the schools, additional/<sup>new</sup>schools and replacement of  
11                  older schools and updating of some of the others. We  
12                  would like to take a look at it if you have it.

13                  DR. McCARTHY: Is there any significant  
14                  to the Sample 3 in which you show Provincial support  
15                  rate increasing by 1980 to 100, other than just an  
16                  illustration of what it would be?

17                  MR. THORMAN: The report says we do not  
18                  like that at all, but in order to indicate the sort of  
19                  outside magnitude of the impact on the Provincial  
20                  budget, going to 100 per cent, we displayed that. I  
21                  think it was unanimous --

22                  MR. HILL: I think the report says in a  
23                  couple of places that we don't want to suggest that  
24                  any of the --

25                  DR. McCARTHY: (inaudible)

26                  THE CHAIRMAN: What percentage of support  
27                  at the local level would be needed to maintain local  
28                  autonomy?

29                  MR. HILL: It is greatly influenced, perhaps  
30                  by my own personal position, but I don't see anything







1 wrong with the taxes I am paying now and I wouldn't mind  
2 paying more. I think there is alleviation of specific  
3 problems such as posed<sup>to</sup>by the Ontario Federation of  
4 and Agriculture/put forward by people representing retired  
5 homeowners on society. I think it has to come a  
6 different way. I think a visible and relatively  
7 important tax at a local level to support education  
8 is necessary, quite necessary.

9 MR. KERR: Would you have any approximate  
10 figure as to what percent of residence owners in  
11 Metropolitan Toronto suffer some economic hardship  
12 from the education tax?

13 MR. HILL: I couldn't say. I think it would  
14 be fair to say that they would be suffering economic  
15 hardships in virtually any direction you might look  
16 in terms of pressure of economic necessity against their  
17 own resources, the food, the rent side, car accommodation  
18 and so on. I don't think educational taxes are any  
19 more villain than any other aspect.

20 MR. McCORDIC: Utilities especially.

21 MR. HILL: Perhaps the problem lies in the  
22 other direction, not in terms of what they have to  
23 spend the money on, but what income they have available  
24 to spend and how that income keeps pace with the  
25 increases in the cost of living.

26 MR. KERR: I wonder if Mr. Thorman would  
27 have figures as to what percentage of your property  
28 taxes in Metropolitan Toronto come from residences?

29 MR. THORMAN: I can't give you a precise  
30





1 figure. It is about 50 - 50 approximately. About 50  
2 per cent would go to education.

3 MR. HILL: Talking about residential.

4 MR. KERR: Your tax on property, property  
5 tax comes from residences?

6 MR. THORMAN: I could get you a figure.  
7 That is a breakdown between commercial and residential  
8 assessment.

9 MRS. FARR: I would be interested in the  
10 reaction on this point. I have heard some discussion  
11 regarding duplication in organizational hierarchy  
12 at Toronto, the Borough Boards, Metropolitan Boards and  
13 Regional Offices on education. I would be interested  
14 in your reaction. Do you feel there is duplication?  
15 Or do they all serve a purpose?

16 MR. HILL: I would say between the Borough  
17 <sup>as</sup> Boards, /between the or the other I don't think there is  
18 much in the way of duplication. The administrations  
19 are so large with the vast amount of work that has to be  
20 done, it doesn't matter whether you combine them or  
21 separate them into other groups. It is still going to  
22 have to be done. As between the Metro School Board  
23 and the local Boards, I think there is some small  
24 element of duplication, but when you look at the  
25 administrative costs of Metropolitan School Boards,  
26 what would they be? A million dollars?

27 MR. McCORDIC: Around that.

28 MR. HILL: Out of the current operating  
29 budget of 250 million dollars, the percentage of  
30 duplication must be fairly small because there is work





1 done at the Metropolitan School Board which would have  
2 to be done anyway and I don't think that<sup>I am</sup>/particularly  
3 qualified to comment on the areas of duplication that there  
4 might be between the Regional Offices and the Metro  
5 Boards in Metro Toronto. And I would make a general  
6 comment that I think the services are virtually unused  
7 between Metro and I would go further perhaps to say --  
8 to use the same phrase I was quoting on Friday -- we  
9 couldn't care less. I don't mean that in a facetious  
10 way, but we have the structure. We have need for the  
11 services that come from the Regional Boards and we have  
12 built these up ourselves and filled the gap ourselves.

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13 MR. McCORDIC: The use of the School Boards  
14 and the constituent area Boards have been compiled in  
15 a paper in relation to the Regional Offices. This  
16 brief does not suggest that Regional Offices should be  
17 discontinued. We find, for instance, that two Regional  
18 Offices serve us very badly. In that degree there is  
19 duplication. This has a sort of historical background.  
20 We believe that there might well be a Regional Office  
21 with which the School Boards of Metropolitan Toronto  
22 would have continued contact were it not to be a very  
23 specialized type of Regional Office, one that would  
24 provide backup resources, the kind of thing Mr. Thorman  
25 has been talking about, it's a highly sophisticated  
26 budget technique and our needs are not in the area of  
27 program specialists and so on who we think are better  
28 in all instances employed by the local Boards. They  
29 can do a more effective job.

30









1 MR. HILL: I don't want to leave the  
2 impression that Regional Boards don't have a use. They  
3 have great uses in all areas, particularly those that  
4 haven't had the time or resources we have to build up  
5 their systems.

6 MR. McCORDIC: On the other hand, on the  
7 efficacy of the Metro system, we realize that this is  
8 a whole issue that needs continuing review, but I would  
9 think the commitment among the involved people to the  
10 principle of a two-tier system ensuring the needs of  
11 a large City which is going to grow to 3 million people  
12 before we are very much older. I think there would  
13 be very few people, for instance, including Toronto  
14 Trustees now, who would favour amalgamation under one  
15 Board and which suggestion<sup>supposedly</sup>/would result in economy.

16 MR. THORMAN: I just wanted to add one  
17 thing to what Mr. Hill said earlier in answer to your  
18 question as to what would be the appropriate level of  
19 government support for education.

20 At the present time I understand it  
21 is moving toward a 60 per cent level which does, apart  
22 from the ceiling problem, permit a fair degree -- in  
23 fact a considerable degree of local autonomy, the  
24 ability of local people to identify needs and attempt  
25 to put up programs which will meet the needs.

26 How far beyond that can you move and not  
27 begin to seriously impinge<sup>upon</sup>/that process? Certainly as  
28 a body takes over more and more financial control, it  
29 has or is forced to take a greater share, if you will,  
30





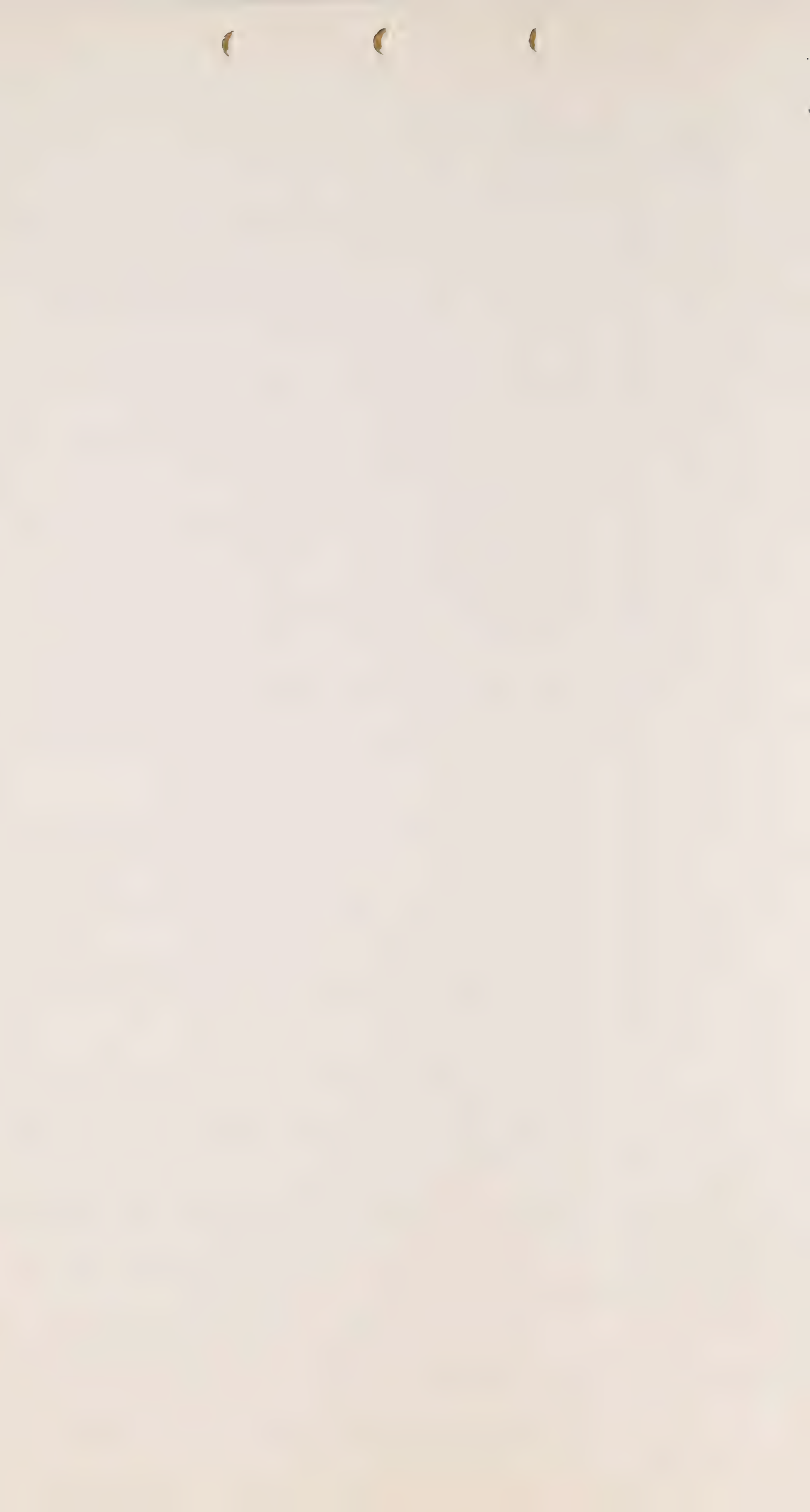
1 of the management and planning <sup>and</sup> /I think we feel very  
2 strongly that the system we have in Ontario now is a  
3 very fine system and it has been a result of this  
4 process of local people being concerned and being  
5 prepared to put forth the money to meet these needs.

6 Can you go to 70 per cent and still maintain  
7 that? Around the 70 per cent level I would have some  
8 serious doubts. If you go beyond that, I think we  
9 would have no doubts. You are changing the whole basic  
10 structure and substituting sort of a -- what we have  
11 now, is <sup>a</sup>/viable, locally sensitive kind of thing for  
12 a more centralized and obviously more bureaucratic  
13 kind of an approach to education. We don't think that  
14 is desirable.

15 In answer to your question, 60 per cent is  
16 not a bad level. You could probably feel satisfied to  
17 maintain it at that level, realizing there needs to be  
18 an equalization program as well which shares the money  
19 and pays less to Metropolitan Toronto and more to some  
20 rural area.

21 MR. McCARTHY: How do you relate that to  
22 the fact that all the Separate School Boards are getting  
23 80 per cent of their money from the Provincial  
24 Government and in so far as I am aware, the relationship  
25 of those Boards to the Provincial Government and the  
26 others are the same.

27 MR. THORMAN: I think if the equalization  
28 program is based upon the assessment base or the  
29 ability of the community to pay, then the difference  
30





1 they are paying is going to equate in about the same  
2 mill rate. They are going to be hit to about the same  
3 extent, so there should still be the same degree of  
4 fiscal responsibility in the area that is getting 80  
5 per cent or in a place like Metro where it is 30 per  
6 cent. They have still got power of rate control  
7 through the Trustees.

8 DR. McCARTHY: With 80 per cent across  
9 the board, some would be getting 95 and others would  
10 still be getting 60.

11 MR. THORMAN: The problem, is as you move  
12 to that higher level of support, the part that is being  
13 raised by levy locally begins to diminish and the  
14 effective means diminish because ---

15 MR. HILL: This is -- I didn't answer the  
16 question before directly because you can't say 60 per  
17 cent -- it doesn't mean 60 per cent to me and it doesn't  
18 mean 60 per cent to someone in Etobicoke. I think the  
19 present level results in a reasonably fair tax load  
20 on taxpayers across the Province. If it moved up to  
21 65 per cent, you would find that you would get possibly  
22 some pretty weird situations, very large numbers of  
23 Boards <sup>paying</sup> / virtually none of the costs themselves  
24 out of their own budget. It would all be borne by the  
25 Province.

26 DR. McCARTHY: That is my point. They  
27 could perhaps per cent of this away from all  
28 Separate Schools now.

29 MR. McCORDIC: In practice I don't think  
30 the Separate Schools tax levy bears a very close







1 relation to the levy that is established in the Public  
2 School system where it <sup>is</sup> 80 per cent generally and  
3 certainly in the urban areas does not prevail. In  
4 Metro Toronto -- there is no secret about the fact that  
5 as soon as Mr. Nelligan is informed what the tax rate  
6 is going to be, he sees what his grants are and  
7 that is what he has available and he fashions his  
8 program accordingly. I don't think that is a good  
9 example. In my view I think 80 per cent is far too  
10 high and that once the degree of decision making is  
11 directly proportional to the share of the cost, and if  
12 the Department assumes 80 per cent, they are going to  
13 make 80 per cent of the decisions.

14 In our case it is 37 and that is just about  
15 the way the decision making breaks now.

16 DR. McCARTHY: How does the mill rate  
17 break now as between yours and Separate?

18 MR. McCORDIC: They are virtually identical.

19 DR. McCARTHY: 14 or 40?

20 MR. THORMANE: 50.

21 MR. McCORDIC: I have the secondary and  
22 elementary -- I should have them separately. We could  
23 give you that figure.

24 DR. McCARTHY: If it is 50 a year and  
25 dropped to 30 for both by an increase of percentage,  
26 what would have changed? There are a lot of places  
27 paying less than 50 by quite a bit now in both Public  
28 and Separate.

29 MR. HILL: What will have changed is the  
30 fundamental attitude, I think, of the central





1 government and the local government and the people. The  
2 central government is giving a great deal more and want  
3 a great deal larger piece of what goes on in the schools  
4 and what is spent. The feeling right here is that  
5 would be the death now in a very short time in of all  
6 democratic education in Ontario.

7 With all its imperfections, it is still  
8 the best.

9 MR. KERR: Couldn't we have placed in our  
10 hands the results of a study of a committee similar to  
11 our own in October? I believe their conclusion was  
12 the Province should progress to paying 80 per cent.  
13 I am very glad to hear your opinion because I was also  
14 rather shocked with this percentage.

15 MR. HILL: 80 per cent there might be  
16 equivalent to 65 here. A lot depends on the type of  
17 industry and proportion of industry in a Province, the  
18 income levels of the taxpayers and the general populus.  
19 They might be 50 per cent larger in terms of resources  
20 per capita there in Manitoba perhaps.

21 THE CHAIRMAN: You mentioned in your brief  
22 enrolment declining and so on. Have you changed your  
23 capital budget each year? Have they been level or  
24 increases or declining as a result?

25 MR. McCORDIC: Over the period of 1953 to  
26 the present, they have gone from 20 million to 95  
27 million back to 39 million. That is on an annual basis.

28 THE CHAIRMAN: I have asked you for the  
29 projections for the next five years. What I am  
30





1 interested in is taking that back five years just to  
2 see what has happened, how you have changed it. On  
3 the basis of total amount of debenture, the trend is  
4 still rising on a high curve.

5 MR. McCORDIC: Ours has been a spectacular  
6 decrease.

7 MR. HILL: There is a time lag too.  
8 (Inaudible).

9 If you have a capital budget, say, 1972, of 40 million  
10 dollars, could that not apply for those debentures until  
11 1973 and 1974.

12 THE CHAIRMAN: I would just like to know  
13 what is happening to your projection, what you have  
14 actually spent and how you change your projection.

15 I am quite sure we could carry this on.  
16 We all eat very grandly here. We go down to the  
17 cafeteria and we would be delighted if you would come  
18 with us and carry on this discussion. I don't want  
19 to hold you up any longer.

20 MR. HILL: On behalf of the group, I thank  
21 you very much for the hearing you have given us. The  
22 others will be able to join you for lunch.

23 THE CHAIRMAN: If you could, we would love  
24 to have you. We certainly appreciate your preparing  
25 this brief.

26 MR. HILL: I have to apologize. I have to  
27 leave. I was supposed to be at a meeting 10 minutes  
28 ago. Thank you very much.

29 --- Luncheon adjournment.  
30

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COMMITTEE ON THE COSTS OF EDUCATION  
TRANSCRIPT OF HEARING, JUNE 26, 1972

Nelhercut & Co. Ltd.

Toronto, Ontario

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THE ONTARIO SCHOOL TRUSTEES' COUNCIL

Toronto, Ontario,

June 26, 1972.

---Upon commencing at 9:30 a.m.

THE CHAIRMAN: Mrs. Hendry and gentlemen, we are pleased to welcome you here today. Thank you very much for the brief that you have put in. Please assume that we have all read it, which we have, and what I would suggest, if you have anything that you would like to add to it, would you please do so, and then we will have some questions that we have prepared and perhaps some questions will occur to us. Perc, it is good to see you again. It has been a long time since the good old days when everything was going smoothly in education in the early '60's, and we had no problems in those days at all. Dr. Nolan, would you speak for the group?

BRIEF NO.43:

DR. NOLAN: Yes, Mr. Chairman, ladies and gentlemen. On behalf of the Ontario School Trustees' Council I wish to thank you for giving us the opportunity to discuss the council's views on the cost of education. I would like to introduce to you, and perhaps you know everyone at this table. Mrs. Hendry, Vice-Chairman of the Council, Mr. Perc Muir, Executive Director and Mr. George Roberts our consultant. I am Bernie Nolan, Chairman of the Council.

I would like to make just a few brief





1 opening remarks and then perhaps you can ask questions.  
2 There is nothing new to be added to the brief and my  
3 opening remarks are just to bring it into perspective.

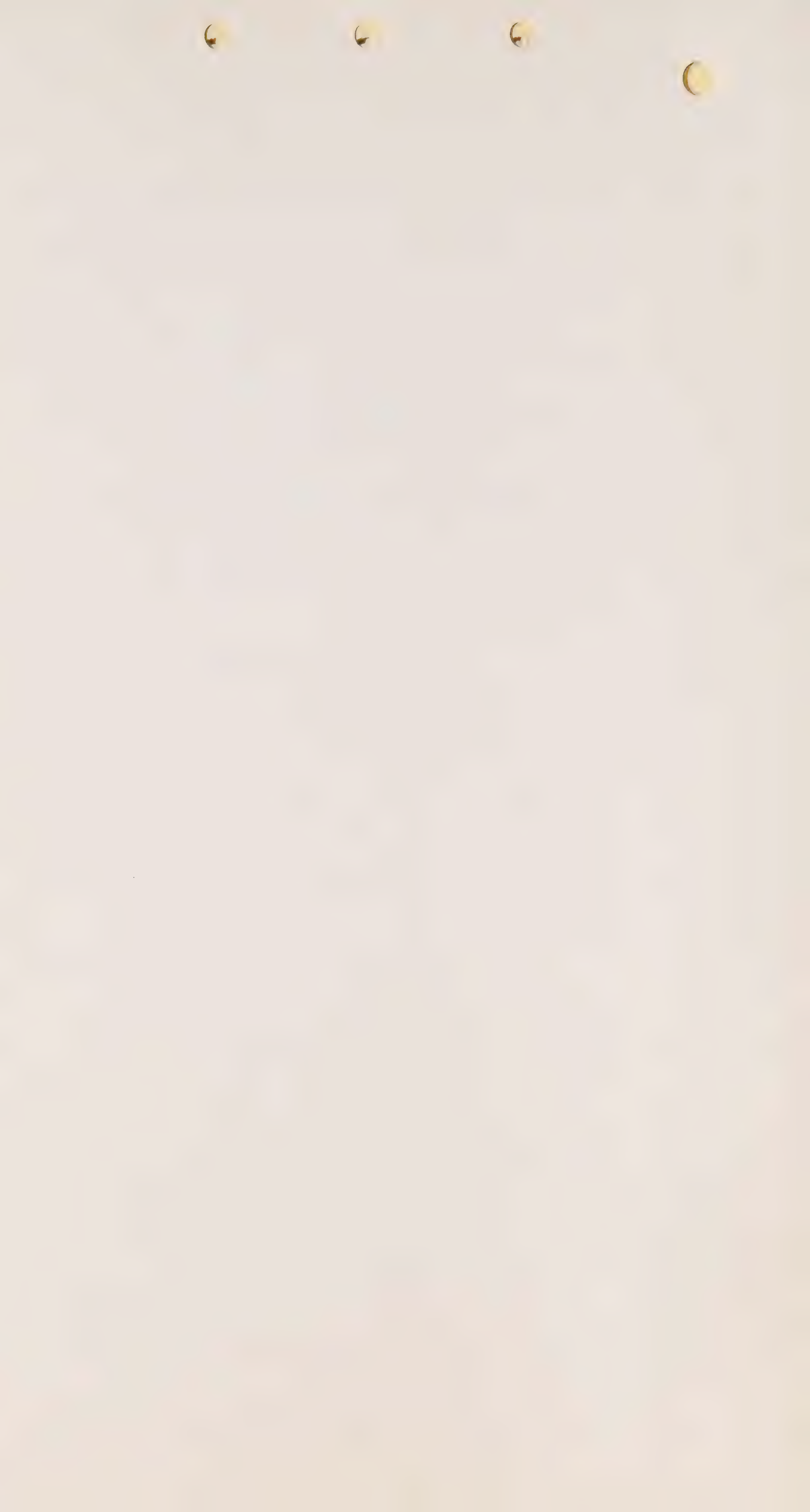
4 Although the Ministry of Education has  
5 assumed an increasing portion of the amount of costs  
6 of education, thus relieving local communities of an  
7 inordinate educational tax burden, in our brief we  
8 tried to demonstrate that education is becoming so  
9 sophisticated that there is a very significant amount  
10 of costs that are built in, in the operation of any  
11 school board.

12 For instance, if I might mention a  
13 few -- the increase in teachers' salaries primarily  
14 because of higher qualifications. The unionization  
15 of non-teaching personnel. The pupil-teacher ratio  
16 question. The various pension plans. Unemployment  
17 insurance, and a host of other costs that were not  
18 anticipated ten years ago.

19 Mr.Chairman, that is the extent of my  
20 opening remarks. If you would like to direct any  
21 questions to the panel please do so.

22 THE CHAIRMAN: Dr.Nolan, in our terms  
23 of reference we were requested to examine the/ <sup>implications of</sup> ceilings  
24 expenditures by  
25 on/ local school boards, including the effect on  
26 decision making autonomy of local school boards.  
27 Would you like to speak to that?

28 DR. NOLAN: In my own personal views,  
29 the ceilings imposed on local school boards;in the  
30 main it has been advantageous to boards to have  
ceilings. We have to live within a budgetary amount.







1 It becomes apparent that the richer boards cannot spend  
2 a higher rate on ordinary expenditures than the poorer  
3 boards, so it becomes a position where the spending  
4 boards have become more uniform throughout the province.

5 It does not infringe upon the autonomy  
6 of the local school board in an inordinate way,  
7 perhaps the richer boards -- it does have some effect  
8 on their local autonomy, but most boards in the  
9 province have had difficulty reaching the ceilings  
10 that the Department of Education has imposed. It is  
11 all well and good for a Board that has a very firm  
12 tax base to spend more money than a board that  
13 does not have this type of tax base, so that it can  
14 initiate, innovate and put forth sophisticated  
15 programs that a smaller board could not do. With  
16 the imposition of ceilings they have to curtail their  
17 activities in some way to fall within the ceilings.

18 Maybe, Mr. Roberts, if you could elaborate  
19 on that somewhat?

20 MR. ROBERTS: I would have to agree  
21 with the Chairman, with most of what our chairman  
22 has said. I talked with a variety of school trustees  
23 and board officials in gathering material for this  
24 brief. The overall impression I got was that where  
25 boards are having great difficulty with the ceilings, was  
26 because of two main reasons. One, their personnel  
27 organization got out of hand or two, they had added  
28 services.

29 In many cases not strictly services  
30 that other boards had not decided to have, so their





1 expenditures were beyond what the ceilings were  
2 permitting them.

3 I have heard arguments about the lack  
4 of democracy in the imposition of ceilings, but I  
5 think we do have to pay something for/<sup>rationalism,</sup>-- it strikes me  
6 it has been said that the ceilings have been generally  
7 a good thing.

8 THE CHAIRMAN: Percy?

9 MR. MUIR: The point I would like to  
10 make in connection with this -- I think it has made  
11 a fundamental change in board operations, because of  
12 these ceilings on the expenditures. Boards have to  
13 become really sensitive and efficient in the  
14 establishment of priorities, and I don't think a  
15 great many of the boards in this province have ever  
16 had this experience or have the background to do it.  
17 They just don't know how to do it -- make the  
18 decisions between various levels of priority. Tied  
19 right in with this is the whole question of evaluation.  
20 Priority should be established on a valid basis of  
21 evaluation as to what their achievements are, and I  
22 don't think the boards, in spite of a lot of efforts  
23 made over the last eight years, I don't think the  
24 average board in Ontario has a clue as to how to  
25 evaluate their programs and decide where they are  
26 getting the best value for their dollar from, or the  
27 best service to the student. I think this is one  
28 place where the boards are needing a tremendous amount  
29 of help under the ceilings. In the past they could  
30 just go ahead and say, okay, we are acting on the basis





1 of motherhood, because we think this is a good thing,  
2 and we will spend the money on it, but they can't do  
3 this any more.

4 MR.ROBERTS: May I make an observation  
5 on the general tenor of the brief itself. You will  
6 notice that we don't try to tell the committee what  
7 to do. We have expressed concern. We felt that  
8 our resources, that we just did not have the resources  
9 to go deeply enough into any aspects of this and come  
10 up with anything that could be acted on, for the  
11 Committee. So this is a collection of concerns  
12 that we feel.

13 THE CHAIRMAN: We understand. It will  
14 take us about two years of research to make up our  
15 own minds, so I can understand you having some  
16 difficulty. I would like to pursue this a little  
17 further.

18 As I understand it, you do not feel  
19 that your local autonomy or decision making has been  
20 seriously or in any way affected by an imposition  
21 on expenditure of ceilings on expenditures.

22 DR. NOLAN: That has to be qualified,  
23 because in some boards there could be infringing,  
24 but the boards have not reached the decision. Their  
25 local autonomy has now. They have set priorities.

26 THE CHAIRMAN: What you are saying now  
27 is they are having difficulty financing their local  
28 autonomy as being affected now. I cannot see the  
29 rationale of this.

30 MR. MUIR: I think they are being







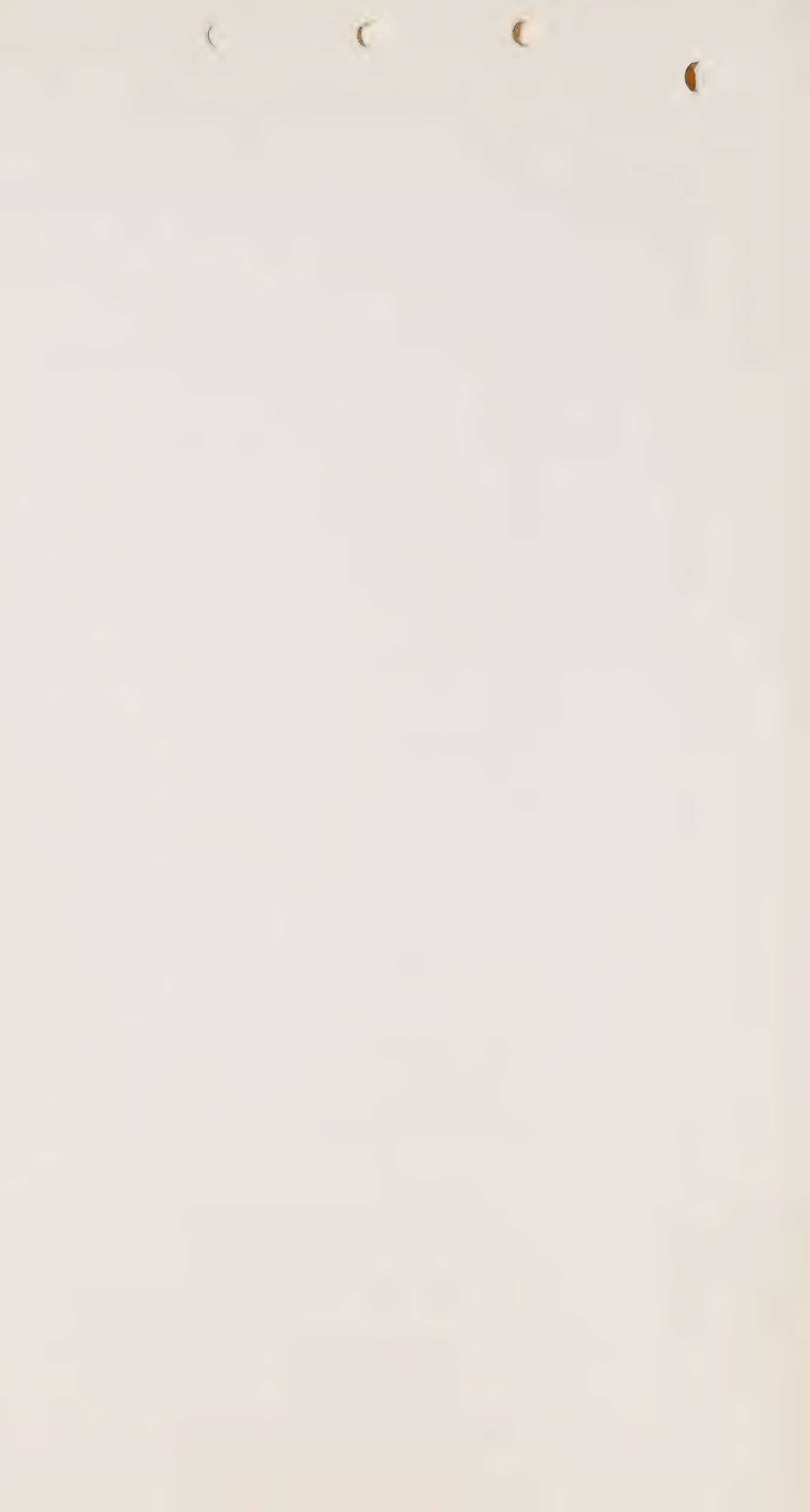


1 restricted in certain areas, but it is not an encroachment.  
2 Mr. Wells took me to task last week or two weeks ago,  
3 by using the word encroachment by the department.  
4 But the department has the responsibility and  
5 accountability -- they are elected to the legislature.  
6 They have the same type of accountability as the school  
7 trustees have, so that when the department has to  
8 move in for a valid reason, then it is a question  
9 of the school boards' autonomy or freedom of action  
10 is limited in certain ways in the financial field.  
11 But on the other hand, I believe the department has  
12 given them widened areas of autonomy in other areas.  
13 They have extended it, so the total picture, if anything,  
14 I think the autonomy has been increased. I don't  
15 think I made that very clear, Mr. Chairman.

16 THE CHAIRMAN: I think I know what you  
17 are saying. Has the quality of education been  
18 affected in the last two years? Has the imposition  
19 of ceilings affected the quality in your judgment?

20 DR. NOLAN: We have a resolution  
21 passed a year ago, supporting the Minister's stand on  
22 ceilings, stating that we, as a trustees' council  
23 did not think the quality of education was impaired  
24 at all.

25 MR. ROBERTS: I would like to expand  
26 on that a little bit. I think from the point of  
27 view of improvement of what many of our systems have,  
28 the improved quality may have been impaired a little.  
29 In what we have been doing, I do not think that we  
30 have been hurt. In some of the things that are





1 popular today, in educational invasion development,  
2 I think the school boards that are really on --  
3 having difficulties, meeting those apparent pressures.

4 For instance, in extending out their  
5 education forces and increasing expenditures,  
6 in specific lines like that, I think that the ceilings  
7 are holding us back somewhat.

8 THE CHAIRMAN: Would you expect a  
9 certain degree of shall we say guidelines or limits  
10 put on expenditures of the board, if the province  
11 were giving you, say, 60 to 65 per cent of the money  
12 that you need? Is that a reasonable position in  
13 your judgment?

14 MRS. HENDRY: I would say I think it  
15 would be.

16 MRS. FARR: I would just like to follow  
17 this up a bit. Would you think, as trustees council,  
18 that now that the boards have had some experience in  
19 living under these ceilings and making, -- setting  
20 priorities, as you have mentioned, would they now  
21 be able to do that, without the restriction of the  
22 ceilings and keep the cost from escalating unduly?

23 MR. ROBERTS: They would be able to,  
24 but they wouldn't do it.

25 MRS. FARR: You think there would be  
26 some sort of a ceiling or something to hold them back?

27 MRS. HENDRY: I would have to agree.  
28 They could do it, but there would be some doubt in  
29 my mind, as to whether they would do it. Not all  
30 boards, you know -- there would be a question in my mind





1 as to whether they would do it.

2 MR. RONSON: Mr. Chairman, in your  
3 report on page 6 you talk about a severe conflict,  
4 that is the cost of innovation -- a severe conflict  
5 appears to have developed between the boards/the  
6 department in the field of innovation. As I understand  
7 it, what you are saying here is that the department  
8 is urging innovation and the boards now don't have the  
9 money to spend on innovations because of the ceilings.  
10 I read an article about this in the paper not long  
11 ago. Have you some more specific things; you have  
12 named outdoor education -- some of the boards have  
13 already been involved in outdoor education. There  
14 may be more spending on that, but do you have some  
15 specific instances of this where the department is  
16 urging one thing and yet there is not the money to  
17 do it?

18 MRS. HENDRY: I would say one of the  
19 very significant ones, Mr. Ronson, is certainly in the  
20 field of special education in all its ramifications,  
21 which the Ministry is encouraging boards to undertake.  
22 This is taking an increasing amount, an increasing  
23 amount of the dollar, far more than the percentage  
24 of students that it covers, and this is of some  
25 grave concern.

26 MR. ROBERTS: Such as the psychological  
27 services. We mentioned community use of schools.  
28 There is a question mark in my mind about this --  
29 further development of TV use in the schools. I  
30 don't mean receiving the educational television broadcasts,







1 but the use of TV equipment in teaching programs  
2 within the schools themselves.

3 DR. McCARTHY: Could I ask if the  
4 group has any comment on the weightings or the  
5 qualifications that are necessary to become eligible  
6 for the weightings in the field of special education.  
7 Have you any comments?

8 DR. NOLAN: In reply to Dr. McCarthy  
9 it is difficult to fall within that weighting factor.  
10 In our board we would need something in the neighbourhood  
11 of fifty special education teachers to take care,  
12 to qualify for a weighting factor. Only the larger  
13 boards can avail themselves of this weighting factor  
14 as far as I am concerned.

15 DR. McCARTHY: That is what I was  
16 getting at. The level you have to get to in special  
17 ed. before you become eligible, and as a board below  
18 that, 70 per cent over -- or whatever it is -- struggles  
19 to get there, the other boards keep moving away.

20 DR. NOLAN: The other thing is the  
21 availability of special ed teachers. We have spaces  
22 galore for special ed teachers, but we haven't got  
23 the personnel to fill these positions, especially  
24 in the area of perceptual handicaps, emotionally  
25 disturbed children and so on.

26 MR. MUIR: I think this question  
27 pinpoints one aspect is that the ceilings in the  
28 original establishment were a very rough instrument.  
29 I think they have perfected them in '72, for the  
30 period '72 and '73, but I still think there are very





1 many areas where they need refinement, sorting out and  
2 improvement. There is no doubt about that.

3 THE CHAIRMAN: Do you ever expect to  
4 have a perfect formula?

5 MR. MUIR: No, there never will be.

6 THE CHAIRMAN: I don't think it has  
7 ever been achieved in the universities, and I doubt  
8 if it will ever be achieved at this level of education.

9 DR. NOLAN: The projected ceilings  
10 for '73 indicates an increase of 5.9 per cent. This  
11 amount of money on ordinary expenditures would be  
12 entirely absorbed in teachers' salaries increases.  
13 There would be no, as I see it, no -- it restricts  
14 the ability of a board to initiate new programs or  
15 to continue ongoing programs and costs a special  
16 amount of money -- in regular academic work, that  
17 has been carried on in the schools.

18 MR. RONSON: Is it fair to say,  
19 when we talked before whether the board or whether  
20 our education was being affected by the cost  
21 ceilings, is it fair to say that many boards now  
22 have squeezed out some fat that was undoubtedly  
23 there. Having done that, if the ceilings next  
24 year are kept at the level that they are, that the  
25 quality of education may very well be affected by  
26 next year. Is that a fair statement?

27 MR. ROBERTS: I am afraid so, and I  
28 have been working with the board -- I think it is  
29 recognized -- very conservative financing. They  
30 are going to have difficulties.





1 DR. NOLAN: There is another factor  
2 too. You increase your ordinary expenditures by  
3 sixty dollars in a specific year and that limits the  
4 boards activity --

5 MRS.FARR: Do you think they should be  
6 allowed to move to the ceilings and not be restricted?

7 DR. NOLAN: Yes, I think they should be  
8 allowed to move to the ceilings.

9 THE CHAIRMAN: How quickly can a board  
10 make a jump like that and improve their quality.  
11 For some boards this would be a substantial increase  
12 in one year.

13 MRS.HENDRY: It depends upon the board.

14 THE CHAIRMAN: Do you think they would,  
15 or would they just add the cost to what they are doing  
16 and not necessarily really improve the quality of  
17 their program?

18 MRS.HENDRY: Again that depends upon  
19 the board. It would be pretty hard to read that --  
20 and the regional office -- if I might go back, Mr.  
21 Chairman, to my remarks on special education, you know,  
22 I am including psychological services and all the  
23 ramifications, psychologists, counsellors and so on,  
24 the Ministry is encouraging boards to continue on  
25 in this area and it means that with the ceilings being  
26 on top, and squeezing us one way, and the services  
27 extending out the side, it is almost like sitting  
28 in the middle of a pressure cooker, and you know, we  
29 talk about priorities and it is very difficult to  
30 assess your priorities when you are talking about









1 special children of any kind on one hand and the  
2 regular stream of children on the other hand, and  
3 you say you have a dollar to spend. Now, where should  
4 it go? It is an awesome responsibility and a  
5 dreadful decision for boards to have to make, if we  
6 are, you know, if we are continuing in this way.

7 DR. NOLAN: Another factor is most  
8 boards do not have adequate guidance programs in the  
9 elementary level, at the elementary level, and  
10 with the new credit system at the secondary level,  
11 and individual timetables, and selection of courses,  
12 by students on their own initiative, that we need  
13 more guidance personnel at the elementary level and  
14 most boards do not have this.

15 MR. ROBERTS: This brings to my mind  
16 a concern that I have felt for some time, when you  
17 talk about the pupil-teacher ratio. I would like to  
18 see somebody with the resources analyse the staffs  
19 in the schools now, that go into the pupil-teacher  
20 ratio, and see the number of supernummery staff  
21 in that area included that ten years ago were not.  
22 Our increase in counsellors, increase in librarians,  
23 our increase in a variety of special teachers -- I  
24 think it has quite an effect on pupil-teacher ratio  
25 that is outside the classroom. Most of the emphasis  
26 in talking about the dropping pupil-teacher ratio  
27 has appeared in the public mind anyway to have  
28 blamed what is happening in the classroom, with the  
29 increase in pupil-teacher ratio.

30 MR. ARSENAULT: Mr. Chairman, on page 6,





1 you make a reference to the viable size of school  
2 boards. What would be the purpose or need of this  
3 suggestion. Are school boards too big, or some too  
4 small?

5 MR.ROBERTS: The feeling there was that  
6 some are too small. Now we know that geography is  
7 probably the big factor here, and we have indicated,  
8 I think, that we feel that a number of the boards  
9 are going to continue to need department support, that  
10 many of the boards can't supply for themselves, because  
11 of their small size.

12 MR. MUIR: And then too, the Lake Superior  
13 Board and the North Shore Board are two outstanding  
14 examples, who are having real difficulty because  
15 of their size and the nature of their operations --  
16 geographical area in the North Shore.

17 MR. ARSENAULT: You feel this should  
18 be reviewed all over the province?

19 MR. MUIR: Yes, it should be reviewed,  
20 right. That's why I think the ceilings have to be  
21 adjusted to meet the special circumstances to an  
22 extent that they have not been adjusted up to today.

23 MR. ARSENAULT: As far as the regional  
24 offices are concerned, do you think that they should  
25 be improved or do you think it ~~could~~ be discontinued  
26 without any harm to the boards?

27 MR. MUIR: I am not that familiar.  
28 My own impression is that some of the regional offices  
29 are doing an excellent job. Others do not seem to be  
30 doing a satisfactory job. Now what the reason for it





1 is, I think in part it may be that they are doing a  
2 reasonable or excellent job in areas where the board  
3 just doesn't have the money to provide these  
4 supervisory services and so they lean heavily on the  
5 regional office and if the regional office is well  
6 organized, they then can get very worthwhile results,  
7 but this is not necessarily true of<sup>all</sup> the regional  
8 offices.

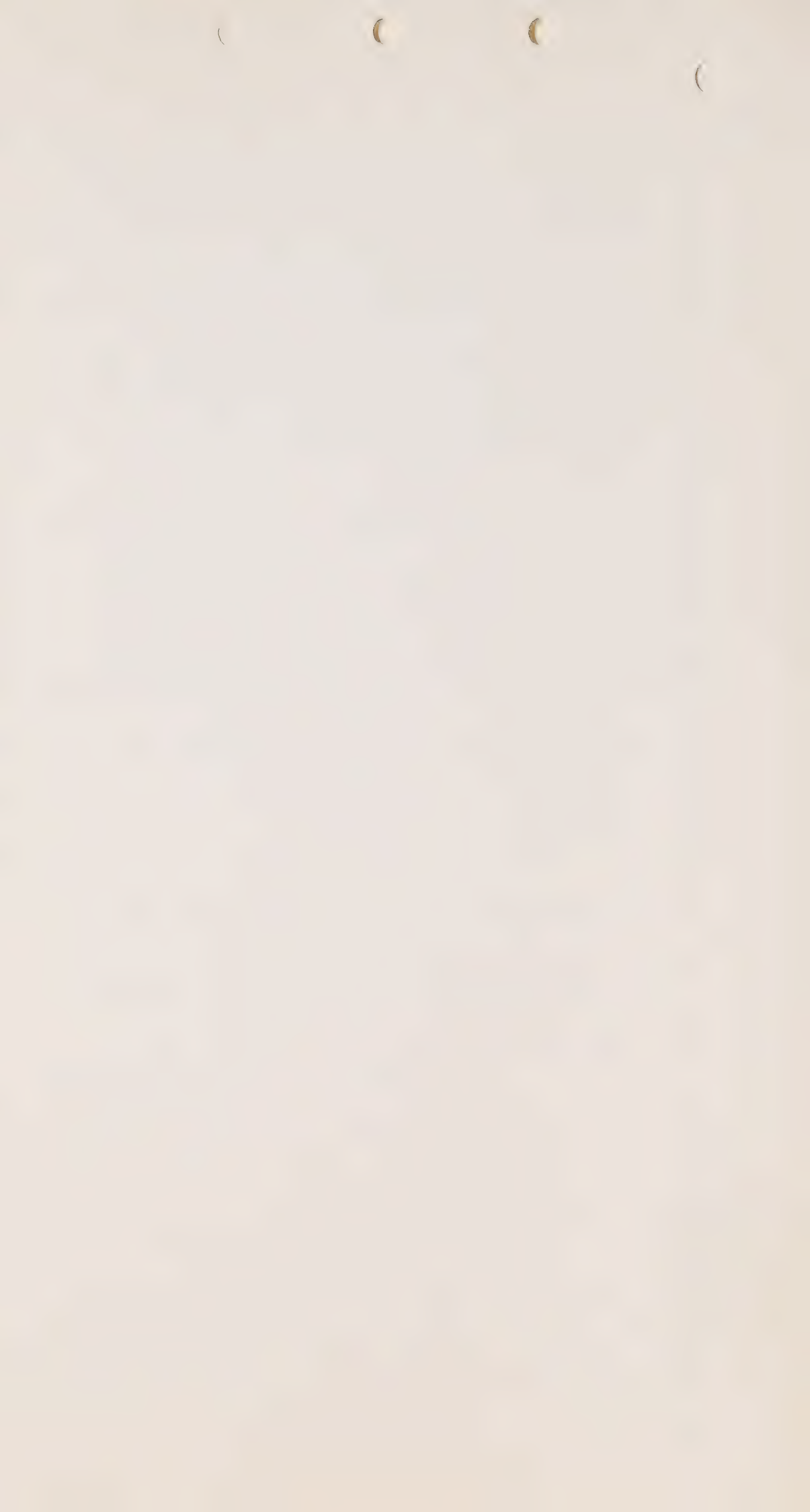
9 MR. ROBERTS: I think that one of the  
10 main factors has been the quality of the regional  
11 director. Now I have dealt with Region 8 and the  
12 service has been excellent. It has been valuable to  
13 us, it has been intelligent, and if all your regions  
14 were operating as Region 8 did, under Bob Grist, I  
15 think you will find the regional offices were really  
16 earning their money.

17 MR. KERR: Mr. Roberts, might I inquire  
18 -- do you feel it would be very expensive for the  
19 present county districts to have to duplicate all  
20 of the services that they are presently receiving  
21 from regional offices?

22 MR. ROBERTS: I would say/<sup>yes.</sup> In Ontario  
23 county we have deliberately held back on the addition  
24 of specialized consultants and taking full advantage  
25 of the regional consultants.

26 THE CHAIRMAN: Assuming you were  
27 large enough, where do you think the specialists  
28 should be -- working for the board or working for the  
29 Department of Education?

30 MR. ROBERTS: Well I think Ontario







1 County is a fair example. It is large enough. I would  
2 see adding to the Ontario County staff about four  
3 co-ordinators only to what we have now, and continuing  
4 to use the regional consultants.

5 THE CHAIRMAN: And having both?

6 MR. ROBERTS: Yes. I would not try  
7 to fill the complement in. I am no longer responsible.  
8 I would not have tried to fill the complement of  
9 specialists with consultants in our system, with a  
10 good regional office available.

11 THE CHAIRMAN: On page 8 you are  
12 talking about the additional cost as a result of  
13 additional qualifications for school teachers. Do you  
14 agree that we should have done this in the Province  
15 of Ontario and what additional cost have you estimated --  
16 have you estimated the additional cost really of  
17 carrying out the McLeod report?

18 MR. ROBERTS: No, we have not made  
19 any estimate. I have not, and I expect the rest of  
20 our group agree that the raising of the educational  
21 qualifications of the elementary school teacher is  
22 desirable.

23 MR. MUIR: I don't think there is any  
24 doubt about it. It is going to have a very significant  
25 impact on the teachers salaries budget over the  
26 next few years.

27 THE CHAIRMAN: But you haven't estimated  
28 what this would cost, because you probably replacing  
29 some of the older teachers who are at the top of the  
30 scale with younger teachers who will be starting





1 not  
2 /at the top of the scale, but further up, in terms of  
3 levels, so would this necessarily in the next two or  
4 three years add to your costs?

5 MR. MUIR: We have always had this  
6 advantage. When we replace them on a lower level  
7 we are bringing in less experienced teachers -- there  
8 has always been a good group of new beginning teachers  
9 who are starting at the minimum of the lower level,  
10 and now they have to be coming in at the minimum of  
11 ultimately what we call category four. Some of those  
12 come in at one, two and three, so there will be a  
13 saving, but there has always been a saving in that  
14 particular way, Mr. Chairman.

3 14 THE CHAIRMAN: Do you still have the  
15 seven levels?

16 MR. MUIR: Yes, it has not changed.

17 MR. ROBERTS: But the salaries in  
18 level one have been deliberately held back by most  
19 school boards.

20 DR. McCARTHY: There is one point  
21 that arises there. You have a comment -- I can see  
22 the impact of that on the per pupil cost, but in terms  
23 of the total cost, is this likely to be an item  
24 because presumably we are going to have a decrease  
25 in the number of teachers employed by the board.  
26 So do you follow my point?

27 MR. MUIR: As a result of reducing  
28 enrollment?

29 DR. McCARTHY: No, the decline in  
30 enrollment will mean that you will not be hiring





1 as many teachers, so in terms of total cost to a board  
2 this may not have nearly the impact that it would  
3 have on per pupil ---

4 MR.ROBERTS: But it is per pupil cost  
5 of the ceiling effect.

6 MR. McCARTHY: Yes, and there may  
7 have to be some adjustment to compensate for that.

8 MR. RONSON: You talk in your report  
9 about the conflict between local autonomy and how  
10 much the department pays, which is at the present time  
11 about 60 per cent, I guess, of the cost in Ontario.  
12 Do you see any point -- I suppose there is no magic  
13 point -- but if it were 100 per cent, would you think  
14 that we would lose local autonomy if it were 75 per cent  
15 -- is this bad or about right -- have you thought of  
16 any area where the department, just for the sake  
17 of preserving local autonomy should stop increasing  
18 their contribution?

19 MR. MUIR: Actually this has been a  
20 very debatable subject, how high the department can  
21 go and contribute to the cost. I have heard  
22 varying opinions. I have heard one opinion say  
23 that they can go as high as 80 to 85 per cent of  
24 the total cost without really affecting the local  
25 autonomy. Now this depends upon the viewpoint  
26 of the department. I think at the present time the  
27 department is sincere in their desire to maintain  
28 the maximum amount of local autonomy inspite of the  
29 hearings, I still think they are trying to increase  
30 the local autonomy. If they continue that





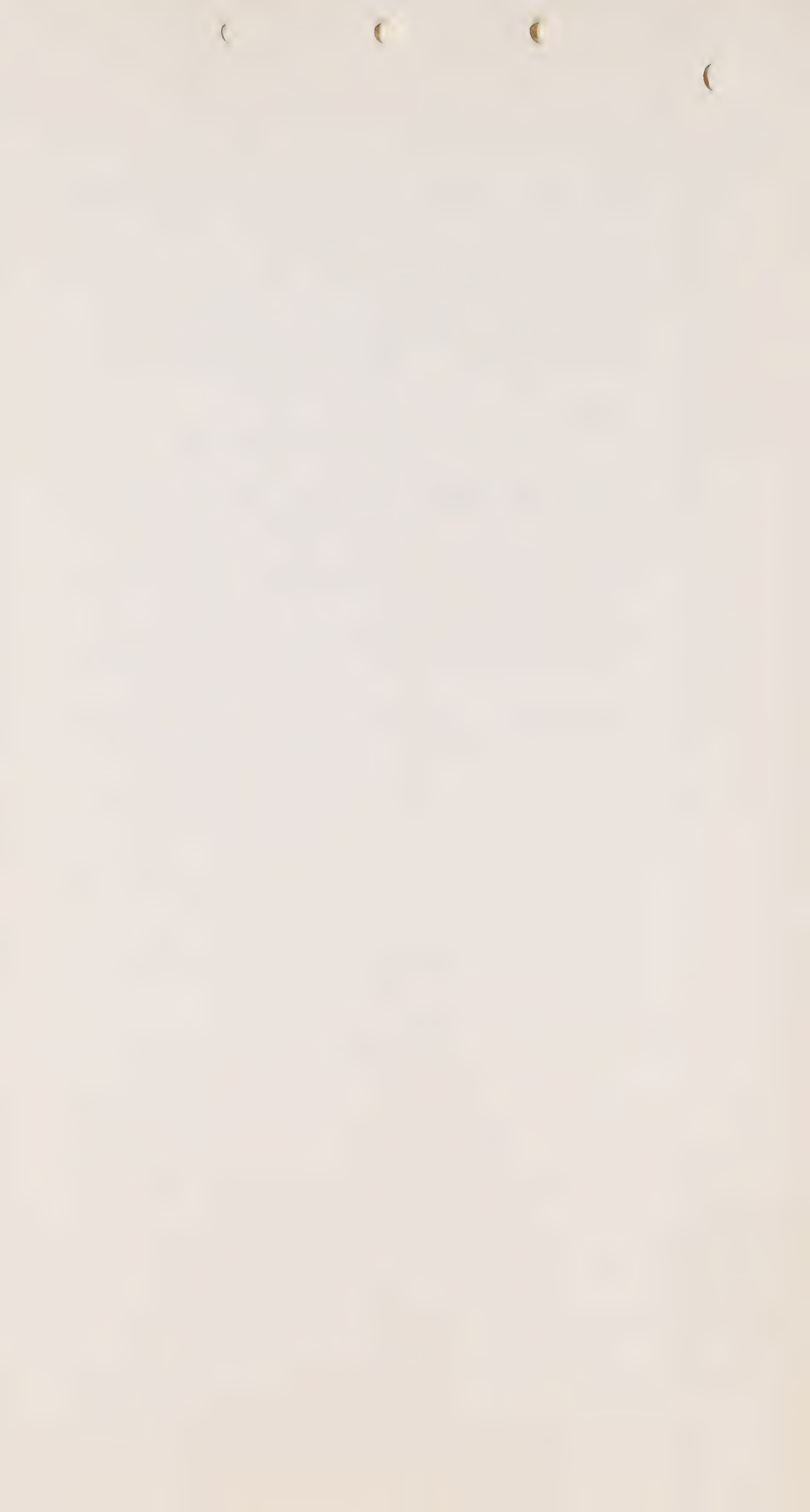


1 philosophy I think they can go considerably higher,  
2 but on the other hand, the philosophy might change,  
3 in which case it would be all the same. The man who  
4 pays the piper calls the tune, and it could work  
5 out the other way. This is a very controversial  
6 subject.

7 MR. ROBERTS: I think there is one  
8 compensating factor though that I see working in the  
9 last year and a half, particularly, in the board  
10 I am familiar with, that board has become more and  
11 more actively and intelligently, interested , in  
12 program development, and as long as the department  
13 decentralizes a reasonable amount of the authority  
14 for program development, we can get the trustees  
15 really involved in that irrespective of how much  
16 the local tax rate is being called upon to come --  
17 I feel personally there should be some call on the  
18 local taxpayer, but I think that becomes less  
19 significant as the boards become more involved in  
20 the educational side of it.

21 THE CHAIRMAN: You are speaking about  
22 operational expenses. How about in the field of  
23 capital costs? The provinces now pay I think an  
24 average of 95 per cent of the capital cost. Could  
25 this be higher or lower, and if it were higher,  
26 what impact would it have on local autonomy? Would  
27 you have the participation that you want, the local  
28 interest that you want?

29 MR. MUIR: Yes. I did not realize  
30 that the province was putting 95 per cent -- paying





1 95 per cent -- I haven't heard any complaints about it.

2 MR.ROBERTS: The previous two and a half  
3 years, the county board, the control at the regional  
4 office level, and department level of expenditures,  
5 capital expenditures have been set, but I do not  
6 think the increase in grants --<sup>if</sup>that is the  
7 situation -- it was under control by the department  
8 even when we were providing larger amounts  
9 than the local taxpayers.

10 THE CHAIRMAN: You mentioned in here  
11 one problem which I think needs to be solved, where  
12 a council may have funds out on loan and the boards  
13 borrowing money. Now I am quite sure there is a  
14 difference in the rate there, which is a loss to the  
15 local taxpayer. How do you think this might be  
16 resolved?

17 MR.ROBERTS: Well again speaking from  
18 my own experience, we have had until the new legislation  
19 setting the four dates for turning over the money  
20 a very comfortable arrangement with our larger  
21 municipalities, and as they collected the money they  
22 would turn it over to us voluntarily, although they  
23 were not required to. Now there is an inclination  
24 on the part of all the municipalities since they are  
25 given four dates by law for turning it over, to hold  
26 it until those dates. Now I don't know how you can  
27 have complete freedom with those regulations-- both --  
28 but it has created a problem.

29 THE CHAIRMAN: How often does this  
30 happen?





1                   MR. MUIR: Well I would say in the  
2 vast majority of school boards we have actually made  
3 a survey to find out for the year 1971 what was paid  
4 out for taxes on temporary loans, financed by the  
5 board in the early part of the year -- but I don't  
6 want to quote a figure, but I will see that the  
7 Board is provided with those figures. The  
8 interesting part of it is, that several of the boards  
9 have an arrangement -- Metropolitan Toronto for  
10 instance -- have an arrangement with the Metropolitan  
11 Municipal government where they advance them the  
12 funds as required, and they don't have to borrow  
13 anything. I think Halton has a similar arrangement  
14 if I remember correctly. There are two or three  
15 boards that have made various arrangements with  
16 their municipal authorities, which is basically the  
17 way it has been traditionally, but the rest of the  
18 boards are having to pay out significant sums for  
19 short term interest borrowing.

20                   THE CHAIRMAN: Could we have a copy of  
21 the survey, please?

22                   MR. MUIR: Yes.

23                   THE CHAIRMAN: We would like to zero  
24 in on the cost of this.

25                   MR. KERR: Are all of the boards able  
26 to borrow at the prime bank rate?

27                   MR. MUIR: Well, the survey-- we asked  
28 in the report what the rates were. Now I can't  
29 tell you just how it relates. I do not know on that,  
30 but I do know that -- the course they are making is







1 that interest be taken out of the ordinary expenditures  
2 because it then puts pressure on the ceilings, because  
3 it has to be paid for out of the ceilings that we  
4 are asking. We are suggesting that it be made an  
5 extraordinary expense, and not have any influence on  
6 the actual ceilings.

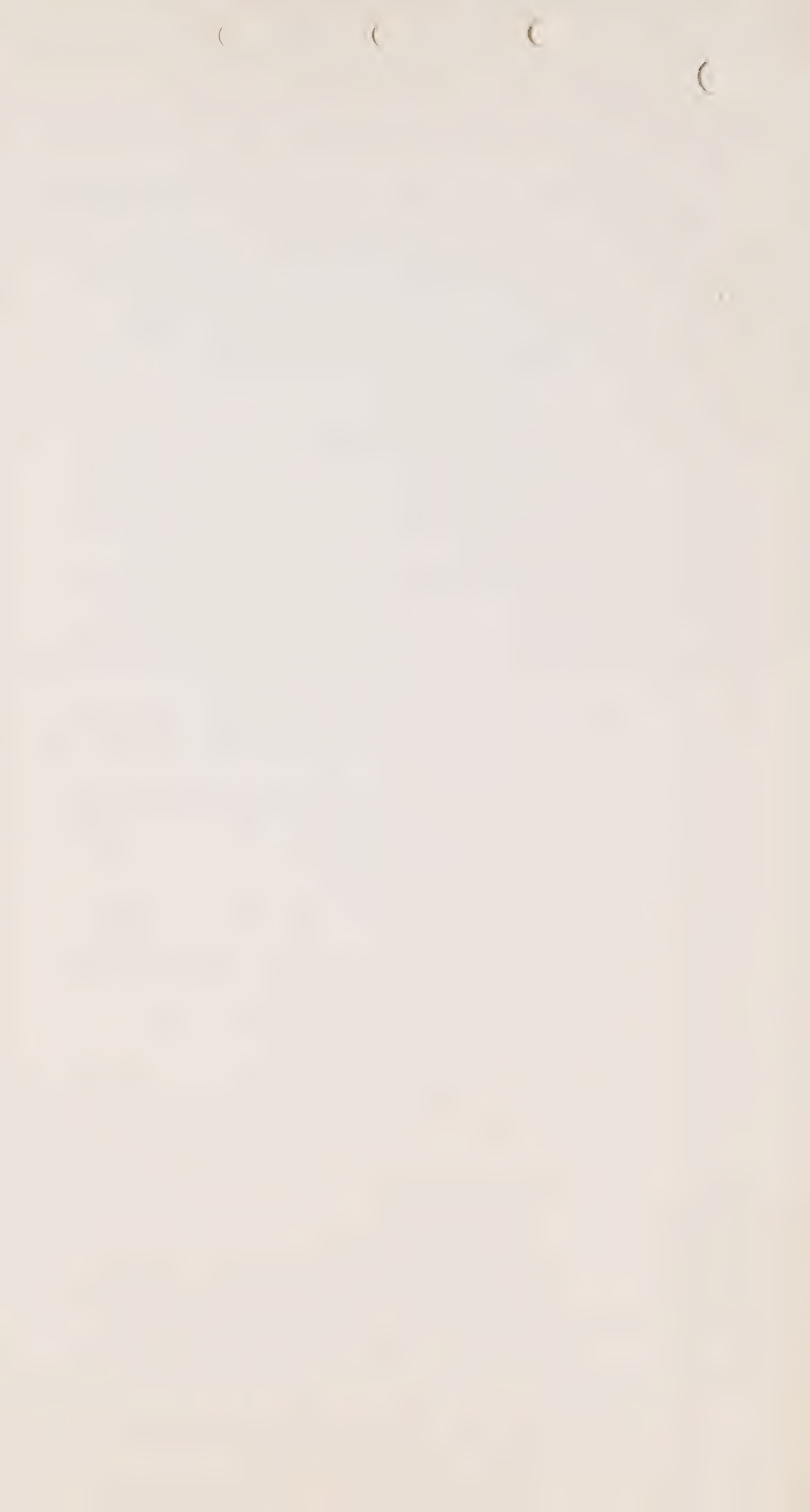
7 DR. McCARTHY: There is a bit of  
8 history to that. It used to be under the former  
9 organization before the larger units, that in the  
10 small rural municipalities municipal council never  
11 turned anything over until December, and in order to  
12 overcome that difficulty we thought well we would get  
13 four ~~dates~~ in and that will force them to turn over  
14 part of it during the year, but I must be frank, and  
15 admit that they did not anticipate that some would  
16 start holding it up until those dates. I suppose  
17 we should have foreseen that.

18 MR. ROBERTS: Big ones are holding it.

19 DR. McCARTHY: Yes, maybe the answer  
20 is, you know, one call, one-tenth of it will be  
21 paid each month. Would that --

22 MRS. HENDRY: This is the arrangement  
23 we have in Waterloo county. One-tenth of it is paid  
24 starting February or March, and the rural municipalities  
25 had some difficulty because of what you say, they  
26 were not paying anything until December, but they  
27 managed to get around it, with a little bit of flurry.

28 THE CHAIRMAN: Personally it would  
29 be interesting to know if the council was borrowing  
30 short term, just what rates they were paying by





1 comparison.

2 DR. McCARTHY: They are getting prime  
3 rates.

4 DR. NOLAN: The department have  
5 rectified their position -- before that you would  
6 have to borrow at a prime rate from the bank to sustain  
7 your operations until the grant money came in. Now  
8 that has been somewhat eased.

9 MR. MUIR: And we have been questioning  
10 the department for years, probably everyone knows here,  
11 make the grant payments earlier in the year, to help  
12 us maintain our fluid cash position, but they have  
13 their problems too, and anyone knowledgeable of the  
14 situation recognizes that they cannot go too far.

15 THE CHAIRMAN: Question of information.  
16 ~~I have~~ <sup>in a</sup> never been on a board ~~that way~~ position -- that  
17 had money to loan, but assuming that happens, is there any  
18 limitations where they could invest --

19 DR. NOLAN: Well there is new legislation  
20 where there is money in reserve --

21 A SPEAKER: There are deposit certificates  
22 that are security in that way -- I think it is the  
23 same legislation for trust companies under the Reserves  
24 Act.

25 THE CHAIRMAN: So you are not buying  
26 moose pasture with spare funds.

27 MR. MUIR: No, I was looking at the  
28 limitation in the amount, the type of security in it  
29 because there is no doubt about that. There is  
30 one point that has been raised just recently though,





1 that some boards have capital funds available which  
2 they are not using and we have had requests that they  
3 be given permission to use their capital funds on a  
4 current basis, with adequate accounting, which seems to  
5 be followed for a temporary period to relieve their  
6 shortness of cash at the beginning of the year.

7 THE CHAIRMAN: Do you see any problems  
8 if this were permitted?

9 MR. MUIR: I don't think so. I have  
10 checked with our auditors and they don't think there is  
11 any particular difficulty, as long as it adequately  
12 accounted for and kept a record, I don't see why they  
13 should not use it.

14 DR. McCARTHY: I think the pattern now  
15 is the Board has the money on hand and it can only  
16 get a lower interest of any investment made that has  
17 to be a short term and they have to go out and borrow  
18 for operating at a much higher rate.

19 THE CHAIRMAN: From a business man's  
20 viewpoint, I would say that is a very logical view.  
21 At page 10 you state "Another item of increasing  
22 cost is that of insurance."

23 Now the Metropolitan Toronto board  
24 has gone in for a degree of self insurance, somewhere --  
25 we are investigating this. Do you think the policy  
26 of partial or complete self insurance is a logical  
27 step to reduce costs in Ontario for a board?

28 MR. MUIR: I think it is possible that  
29 you could save a substantial sum, but you are going to be  
30 in a fight with the insurance industry. That is the







1 whole difficulty.

2 THE CHAIRMAN: I am not worried about  
3 fighting them, if it is in the interest of education  
4 in Ontario.

5 MR. ROBERTS: I think a greater deterrent  
6 -- my board discussed this on a number of occasions, is  
7 the fear of the trustees that if anything goes wrong,  
8 he as a political figure is then a fair target for  
9 public criticism.

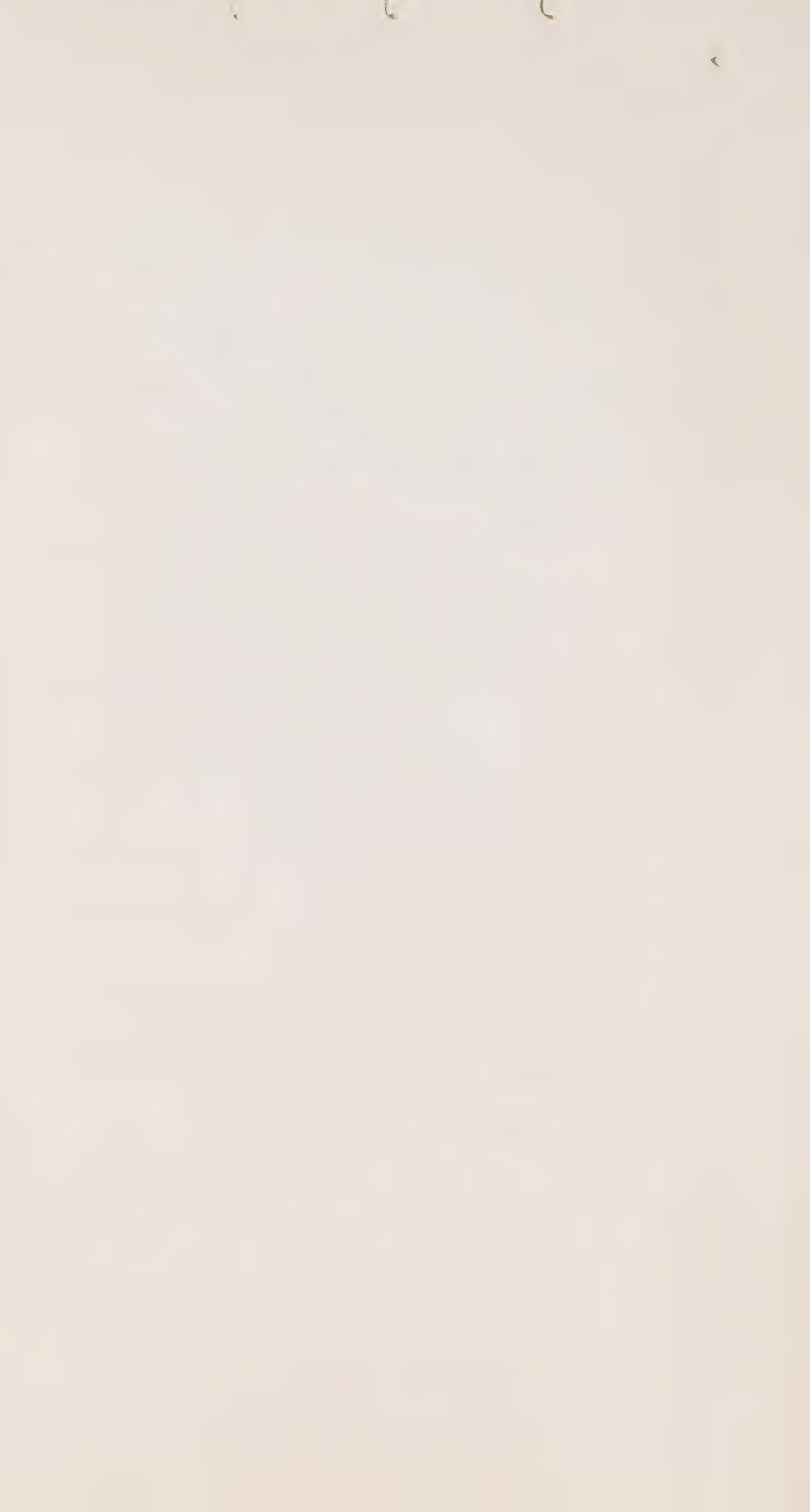
10 DR. McCARTHY: But if the capital costs  
11 were being financed only from provincial levels you  
12 would not have any problem.

13 MR. ROBERTS: On the matter of insurance?

14 DR. McCARTHY: Well supposing a school  
15 board down in Whitby and the replacement was financed  
16 a hundred per cent by provincial funds -- in other  
17 words it would be provincial coverage -- they would be  
18 self-insuring in that sense, and if they are paying  
19 as high as that now, the board need really worry about  
20 5 per cent of even -- if you did have a school board --

21 MR. ROBERTS: Well if the department of  
22 course authorizes school boards to self insure, that  
23 lets the trustee off the hook politically.

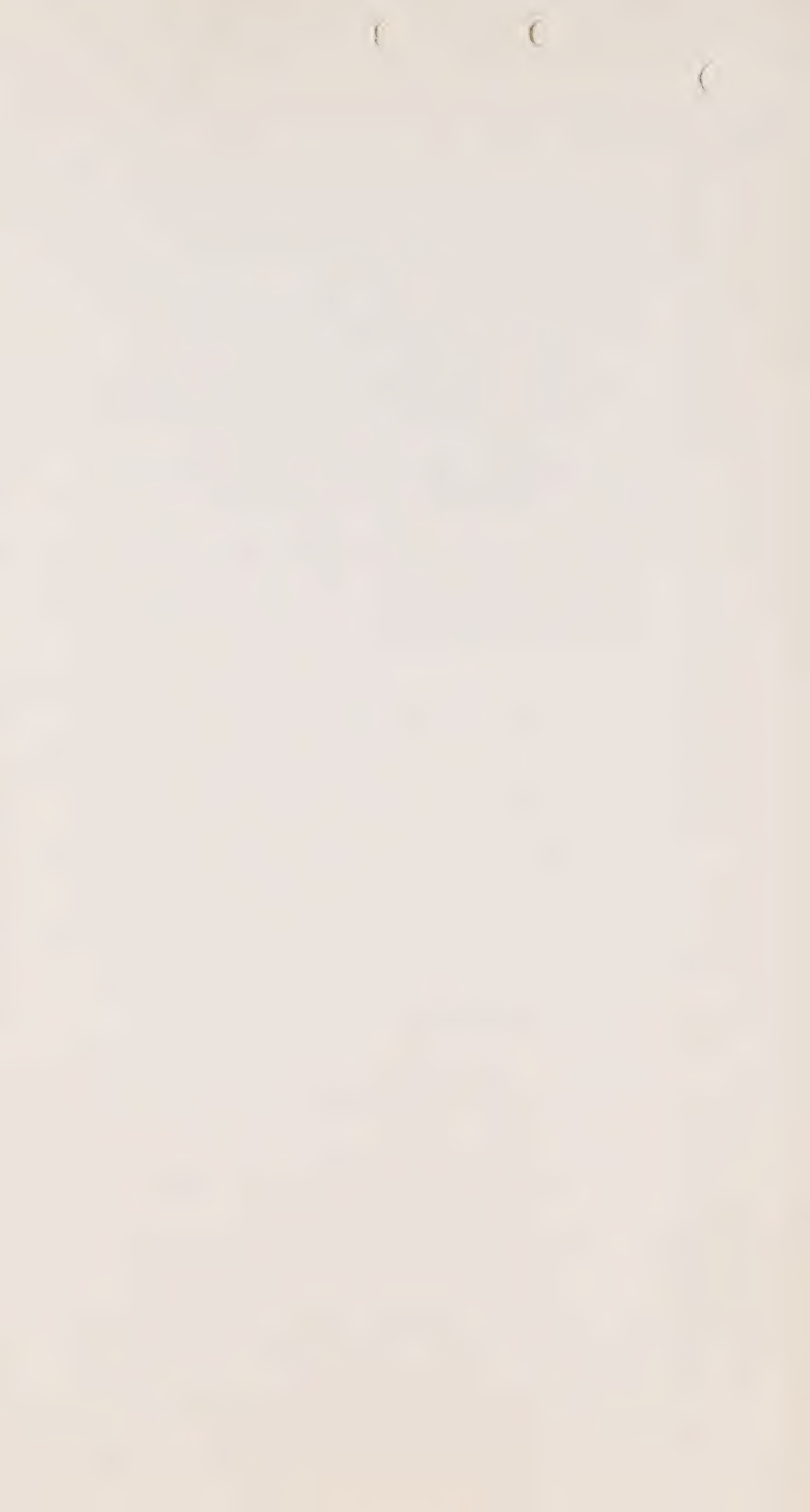
24 MR. MUIR: We are making a survey at  
25 the present time that will be concluded this summer --  
26 in the process now -- to establish what the premium  
27 loss ratio is in property insurance, and what little  
28 investigation we have made to date, we find that one  
29 of the basic reasons for the apparent increase in  
30 premiums has been the cost of vandalism.





1                                Now I also have been told -- I am only  
2 repeating what I have been told, that many of the  
3 companies in Ontario are now partially influenced  
4 either directly or indirectly by American loss  
5 experience and of course while we have a significant  
6 amount of vandalism in the schools, I don't think  
7 it can compare with what is going on in the United  
8 States, particularly in the Universities, and the  
9 result is that our rates are being forced up by these  
10 pressures from below the border, particularly on the  
11 very level of education.

12                              Now this survey that we are taking right  
13 now is to find out what the fire loss ratio or the  
14 property loss ratio is for fire, vandalism, everything  
15 -- it has been for the last three years -- I don't  
16 know whether or not you recall, Mr. Chairman, in '64  
17 we made a survey just on the fire loss ratio and we  
18 established at that time that the insurance companies  
19 were enjoying a very favourable ratio and without  
20 our ever knowing we sent a copy of this report  
21 without our ever having direct contact with them, they  
22 first of all came through with a 15 per cent reduction  
23 in premium rate and then about a month and a half  
24 later, they came through with another 15 per cent, so  
25 we achieved approximately a 30 per cent reduction  
26 in fire insurance premiums right across the province.  
27 Now I doubt if we can do that this time, but what we  
28 hope to do at least is to establish whether or not  
29 the present increases which have apparently been  
30 made on property insurance are realistic and required.





4

1

THE CHAIRMAN: May we have a copy of

2

that report when it is available?

3

MRROBERTS: Our own board a year and a

4

half ago analysed its costs and found that we could

5

save, it seems to me a hundred thousand dollars on

6

our insurance by raising our deductible very much

7

higher than it was. We were saving more in premiums

8

than our own payment for vandalism was costing us.

9

DR. McCARTHY: I understand that as of

10

the 1st of July the rates and deductions are going to

11

be increased again, that they are going to raise the

12

deductible part and increase the premium on the

13

balance.

14

MR. ROBERTS: That is for residential.

15

Does it apply to us as well?

16

MR. McCARTHY: Yes, it is across the

17

board apparently.

18

THE CHAIRMAN: If they raise the

19

deductibles then you are really not covered for

20

vandalism in most cases.

21

DR. NOLAN: That is true. We experienced

22

this last year. We increased to five hundred dollars

23

deductible and on only the rare occasion are you

24

going to have destructive vandalism in a school

25

where you are experiencing a loss of two or three

26

thousand. Most of the vandalism is stealing materials

27

out of schools and so forth, and breaking of windows,

28

so it is our experience that we are not receiving

29

any insurance claims. We have to pay out of our

30

pockets for vandalism, because the deductible is five







1 hundred dollars for each case of vandalism.

2 THE CHAIRMAN: Our studies indicate  
3 that 95 per cent of the present buildings were built  
4 in the last twenty-five years, and we all know how  
5 tough the Ontario Fire Marshal is. It seems to me  
6 the risk of fire and major destruction must be rather  
7 limited.

8 MRS.HENDRY: Yes.

9 MR.MUIR: We hope to come up with the  
10 answer. Our questionnaire is broken down into  
11 different types, fire, vandalism and all these various  
12 departments of insurance placed on property, so we  
13 hope to see if there is a distinction between the  
14 various elements. But I understand from several  
15 places they have suffered fairly disastrous fires  
16 in the last year and a half -- in Sudbury -- one that  
17 drew my attention. We don't know what an impact this  
18 will have on the total provincial insurance.

19 DR. NOLAN: When you speak of fire,  
20 it would be advantageous to boards if there was one  
21 uniform code for the boards that would be established  
22 by the Ontario Fire Marshal, rather than the local  
23 authority. Sometimes a local authority are more  
24 stringent about fire hazards than the Ontario Fire  
25 Marshal's department.

26 THE CHAIRMAN: I can remember fighting  
27 with the Ontario Fire Marshal with what I thought  
28 were unreasonable restrictions, but anything you build  
29 has to be approved by the Ontario Fire Marshal. Is  
30





1 this not uniform throughout the province?

2 MR. ROBERTS: Some of the local  
3 municipalities add to that.

4 DR. NOLAN: They add to that. They  
5 don't accept the Ontario Fire Marshal's approval.

6 MRS. HENDRY: Much more stringent in  
7 any area around our area for example; every area is  
8 different, just a little bit different.

9 MR. ARSENAULT: On Section B, item 2,  
10 you refer to the junior kindergarten and you go on  
11 to say for which there are neither capital nor  
12 operating grants. I was under the impression that the  
13 cost of junior kindergartens, for normal operating  
14 costs, <sup>was</sup> covered by grants.

15 I wonder what you are referring to?

16 MR. ROBERTS: This particular point  
17 was put in, I think, back last November -- is there  
18 something new since then?

19 MR. ARSENAULT: It seems to me that  
20 the pupils in junior kindergarten are classified as  
21 any other pupils. They are eligible for ---

22 MR. ROBERTS: Under age five.

23 DR. NOLAN: That is true, I think,  
24 because you have established a new program the grant  
25 does not cover the whole cost of the program.

26 THE CHAIRMAN: The grant is the same  
27 for kindergarten students.

28 DR. NOLAN: It is just that you have  
29 another area of teaching. The grant does not fully  
30 cover it. We have incorporated another facet of





1 education into your system, junior kindergartens, which  
2 have to be sustained by grant and by tax revenue.

3 MR. KERR: Mr. Chairman, on a different  
4 subject, I would like to ask the members of council  
5 is it your opinion that the county system brought more  
6 able and knowledgeable people into control of local  
7 education?

8 MR. ROBERTS: That is very definite.

9 MRS. HENDRY: Are you talking about  
10 trustees or administrators?

11 MR. KERR: Trustees.

12 MRS. HENDRY: I would say by and large  
13 this is true.

14 MR. KERR: Do you also feel that these  
15 able people are presently upgrading their knowledge  
16 and capacity under the new system?

17 MRS. HENDRY: They do not have much  
18 choice, Mr. Kerr. It is a situation where you  
19 really have to, and I would say that trustees by and  
20 large are certainly doing this.

21 THE CHAIRMAN: In Section D of the  
22 addendum, of your brief, you state in one, the kind  
23 of restrictions on -- all available pupil spaces  
24 are occupied. -- may very well resolve in increased  
25 operating --- inaudible ----

26 Have you compared these possible  
27 additional operating costs with the additional cost  
28 of repayment of the capital and the interest?

29 MR. ROBERTS: This is really an  
30 assumption unsupported.







1 DR.NOLAN: It must be pointed out  
2 that the cost of transportation is increasing here.  
3 It is an increasing amount and we have to consummate  
4 an agreement with the transportation people every year,  
5 and this has been escalating.

6 THE CHAIRMAN: The actual cost of  
7 transportation may be less than the cost you would  
8 be paying on capital and interest on a school that  
9 is really not required?

10 MR.ROBERTS: It could be.

11 DR. McCARTHY: I think the increased  
12 operating costs, transportation costs, would be  
13 compensated for in an increase in construction costs  
14 as well, might it not? -- in terms of the capital  
15 amount of money required -- there may be a balancing  
16 factor, at least with those two?

17 MR.ROBERTS: Although we had an  
18 interesting experience last year with a new special  
19 vocational school that we opened last September. In  
20 pupil accommodation we built it, and it was a better  
21 school, had less per pupil accommodation than the  
22 previous special vocational school we had built  
23 four years before, better designed.

24 THE CHAIRMAN: I have seen that happen,  
25 when the local contractors are not busy. I have seen  
26 it go the other way too, like when we were building  
27 composite schools, like there was no tomorrow.  
28 In the early '60's, the price was escalating  
29 tremendously.

30 MRS. HENDRY: May I make one comment --





1 That item you were talking about on the addenda, Item  
2 B 1, there is the human factor involved in here, and  
3 trustees being political animals of one kind or  
4 another, find themselves in difficulties if this is,  
5 you know, followed fine -- there are rooms available  
6 here and there is a subdivision over here which does  
7 not have a school, and you can only get away with  
8 bussing for so long, I believe. It is a pretty  
9 difficult situation, you know, to stick to the hard  
10 and fast terms here.

11 THE CHAIRMAN: Do you think boards working  
12 more closely with the Municipal Planning Council  
13 should direct the control of growth to areas where there  
14 is school accommodation and discourage it where there  
15 is not?

16 MRS. HENDRY: Yes, if possible, but again  
17 every area being different, it depends upon so many  
18 other factors.

19 THE CHAIRMAN: Let us assume a situation  
20 where you have adequate school accommodation to handle  
21 all of a new subdivision. Do you think perhaps that  
22 subdivision then should pay the capital costs of the  
23 school which really is not required in the total  
24 picture?

25 MRS. HENDRY: Well this is certainly  
26 a point for consideration.

27 THE CHAIRMAN: Because councils are  
28 doing this for certain services.

29 MRS. HENDRY: Yes.

30 DR. NOLAN: A few years back, twelve



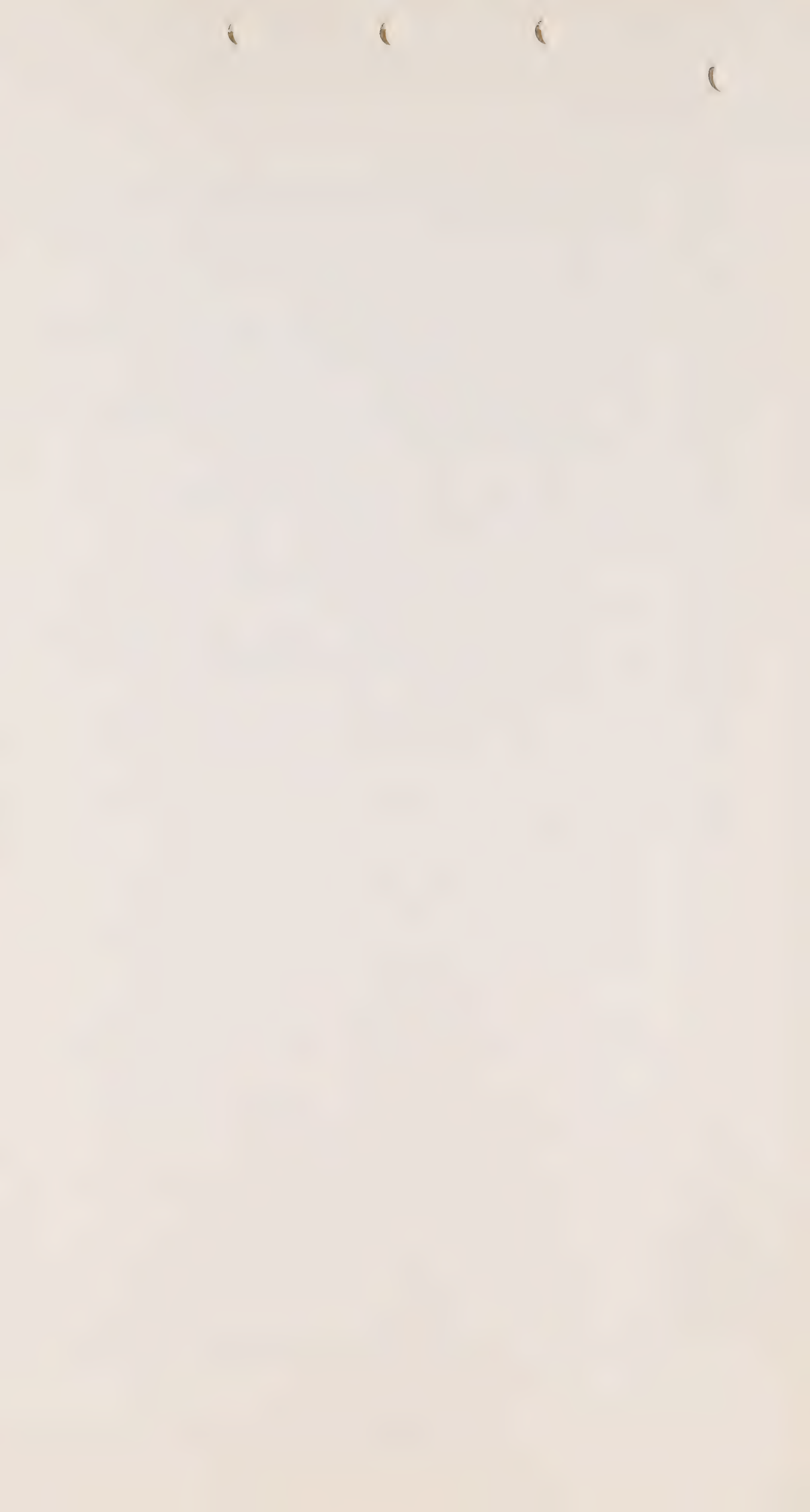


1 years back, in Toronto here, we used to assess the  
2 property owner two hundred dollars per school  
3 construction, but the problem that we are running  
4 into is high density population, high rise apartments,  
5 townhouses, and so forth, that in a concentrated  
6 area we are not supposed to have school population  
7 in those complexes, but unfortunately the children  
8 are walking out the doors, you know, and we have to  
9 provide school accommodation for them.

10 Now when the Department of Education  
11 states that you have so many vacant classrooms within  
12 your system, they are speaking of children as numbers.  
13 They are not categorized as from kindergarten to  
14 grade 8, say, and you cannot plug these kids into  
15 different areas in another school. It is almost  
16 impossible. Do you understand what I mean? You  
17 are taking children from all grades in that one  
18 school and transporting them to another school and  
19 they just do not plug into the various grades.

20 DR. McCARTHY: Would that likely be  
21 possible though to a greater extent on the basis that  
22 our projections show a drop of about a hundred and  
23 seventy thousand students at the elementary level  
24 between now and 1980, and while you are still going  
25 to have growth areas that may have the problem you  
26 indicated, nevertheless the possibility of finding  
27 space in other schools or places will become greater.  
28 This is leaving out the political problem, Mrs. Hendry  
29 that you referred to.

30 MRS. HENDRY: It is not quite that easy.







1  
2 DR. NOLAN: In highly developed areas  
3 we have a transient population -- one group moves out  
4 and another group moves in, and invariably they are  
5 younger families with a greater number of children,  
6 and they will take up the spaces in that situation,  
7 when in rural areas you are going to have a hard time  
8 to plug in these children to a classroom situation.  
9 You cannot talk in numbers, when you talk about  
10 children.

11 MR.ROBERTS: You are, I think, going to  
12 have for some time in the future, give special  
13 consideration to areas like Peel, Simcoe, York region,  
14 Ontario county, in which even though the provincial  
15 enrollment would be dropping, there will be local  
16 expansion because of in migration.

17 DR. MCCARTHY: We have identified  
18 about twelve jurisdictions where you can say this  
19 is likely to be true in the province, and there may  
20 be a few more.

21 MR.ROBERTS: On this business of  
22 encouraging the development for something for the  
23 schools, we have debated that with some of our  
24 municipal people in our area, and the general reaction  
25 we get is that, well yes, theoretically it is a good  
26 idea, but we are in there first, charging for our  
27 municipal expenses, and if you add that on, you are  
28 going to raise the cost of lots and the cost of  
29 houses beyond the economic point, so we are in there  
30 first. We have got it, and the school boards better  
stay out of it.





1 DR. McCARTHY: There is a degree of in-  
2 equity on that anyway, on the basis that if a new  
3 family moves in to one of these houses and pays a lot  
4 levy, they also continue to pay on the debentures  
5 that have been accruing for nineteen years possibly,  
6 and they will have to pay that plus paying that  
7 proportion of a hundred per cent themselves, which  
8 is pretty inequitable.

9 MR. ROBERTS: But it is spread over  
10 the years instead of all at once.

11 THE CHAIRMAN: My experience as a  
12 trustee goes back about ten years, and in those years  
13 we really did not have good information to do any  
14 long term planning. Now how good is the  
15 information that you are using today, and what really  
16 is the quality of long term planning by boards?  
17 How good and how bad is it?

18 MR. ROBERTS: It has improved since the  
19 department started demanding from us five year and  
20 ten year projections on capital. I think we are  
21 working a lot more closely with the local planning  
22 departments. I would expect that with the regional  
23 governments that would improve even more and I  
24 think we are beginning to get very ~~very~~ much better  
25 information than you had even five years ago.

5 26 MRS. HENDRY: I think it depends on the  
27 area. In Waterloo county, for example, our liaison  
28 with all the planning authorities is extremely good.  
29 When I first became a trustee nine years ago, it was  
30 just practically non-existent. It was a matter of





1 flailing our arms a little and pushing our way in  
2 and however, this has somewhat resolved itself in  
3 that we have excellent liaison now.

4 THE CHAIRMAN: Is it really an  
5 unsophisticated start in good long term planning,  
6 because really there was none, and I can remember  
7 when the province asked for our first five year  
8 budget, I think we made it up on the back of an  
9 envelope in about five minutes and put it into the  
10 province. That was the extent of our long term  
11 planning.

12 MR.ROBERTS: I would think that as we  
13 have had a few years now of upgrading one each year  
14 on that five year plan that we are beginning to get  
15 reasonably sophisticated.

16 MRS.HENDRY: It takes the back of two  
17 envelopes now.

18 MR. TROWELL: And ten minutes.

19 MR. RONSON: Just one question to  
20 follow up. If you believe, as you said you do,  
21 that the ceilings next year are going to be too  
22 tight, and will affect the quality of education unless  
23 the announced ceilings are changed, are you doing any  
24 survey of the boards to see whether they generally  
25 agree that they are going to have trouble? This  
26 seems to me to be extremely important.

27 DR. NOLAN: Within our own association.

28 THE CHAIRMAN: Yes, are you assuming  
29 everything you are doing in the schools now is worth  
30 doing in terms of return on investment or are there







1 programs that should be discontinued and the money  
2 put into others?

3 DR. NOLAN: I think programs should  
4 be re-evaluated every year, yes.

5 THE CHAIRMAN: I think you mentioned  
6 here the need of appraisal?

7 MRS. HENDRY: I think the school boards  
8 are making more of an effort than they ever did  
9 before to really take a long, hard look and really  
10 evaluate the way things should be evaluated, which  
11 I think that they perhaps have not done as carefully  
12 as they should have in the past.

13 DR. NOLAN: In view of the fact we have  
14 more expert personnel on the staff to evaluate, as in  
15 our brief we say that the province should have  
16 evaluation centres to evaluate the programs throughout  
17 the province for boards that cannot do it themselves  
18 and I think it is very commendable argument that we  
19 have, there should be some central authority that  
20 could evaluate programs within the school system.

21 THE CHAIRMAN: I can see a great need  
22 for this, because many programs that were presented  
23 as trustees sounded very good, but we never did find  
24 out whether they worked or actually achieved their  
25 objective. I think this is true of most of our  
26 programs today.

27 DR. NOLAN: There are on-going studies  
28 now in open concept.

29 MR. MUIR: I think we used this word  
30





1 evaluation very loosely. People accept it as if it  
2 is possible. Actually in my opinion the techniques  
3 of accurate evaluation have not been worked out.  
4 We have been working on it for the last eight years  
5 and at the present time on a committee of the  
6 department to go into this, we have come to the  
7 conclusion that we have got a heck of a lot to  
8 learn, that the techniques of evaluation have not  
9 yet been established. There are a lot of wild  
10 ideas about it, but no one knows just how to go  
11 about it, but I do say, whatever it does, I do say  
12 it is beyond the capacity of the typical local board  
13 to do it on their own. They are going to have to  
14 have guidance and assistance from an outside source,  
15 which should be the department of education.

16 THE CHAIRMAN: Mainly because it is  
17 easy for us to measure how many dollars go into a  
18 program, but we are finding it very difficult to measure  
19 the quality of that after it has gone in. There  
20 has been a lot of criticism about the cost of  
21 administration, salaries, too many administrators,  
22 too many supervisors, what is your position on this  
23 as trustees? Do you think this criticism is valid?

24 MR. ROBERTS: I had better let the  
25 trustees speak first.

26 MRS. HENDRY: I think it is valid  
27 to a degree. I would have to admit -- on the other  
28 hand, you know -- who is to say why, perhaps you  
29 know some of us think, this is a personal opinion,  
30 but when the Ministry of Education introduced Bill 44





1 in the county system that further an increased amount  
2 of guidance should have been given to boards. Boards  
3 have the opportunity to structure their administrative  
4 jobs and systems, pretty well the way they chose, you  
5 know, hindsight is better than foresight.

6 THE CHAIRMAN: Always.

7 DR. NOLAN: There was the problem of  
8 supply and demand also. It was thrust upon us when the  
9 administration came in, that we had to hire our own  
10 personnel, there was not that many qualified people  
11 available, and they demanded a high dollar, and it  
12 was a competitive thing throughout Ontario to get  
13 the people to come to the boards. Ottawa went  
14 for a year and a half without a director, two years  
15 almost, things like that.

16 MR. MUIR: I agree this is a  
17 significant situation, but I don't think the board  
18 should fairly be criticised for the situation that  
19 has developed. I will agree that in the latter part  
20 of 1968 there was a certain amount of irresponsibility  
21 on the part of some of the boards that were being  
22 wiped out, but actually the salaries of these  
23 supervisory officials had to be related in some way  
24 to the salaries of lower classifications. For  
25 instance, the principals' salaries are very fundamental.  
26 You can hardly bring a supervisor in for less than  
27 the salary you are paying your principal, and the  
28 principal's salaries are really established by  
29 supply and demand, forces in negotiation, the boards  
30 are under pressure, and I think this has contributed







1 significantly to the high level of salaries/<sup>for</sup>  
2 supervisory personnel, and I don't feel that  
3 this is really something that can criticise the  
4 board. They are operating under pressures that are  
5 very real and very significant and have to be handled.

6 MR. ROBERTS: May I present the  
7 point of view of a former administrator. I have  
8 very extensive contacts with business in my own  
9 activities, and it is my considered judgment that  
10 for enterprise in spending the amounts of money and  
11 handling the number of personnel that our large  
12 school boards are handling, we are doing it with  
13 fewer numbers and lower salaries at the administrative  
14 end than business is definitely doing.

15 DR. NOLAN: And you must consider the  
16 hours the superintendent of education puts in. It  
17 has become almost a twenty-four hour job. I certainly  
18 would not accept his position as superintendent of  
19 education. He is on call every night in the week,  
20 weekends and everything.

21 DR. MCCARTHY: Mrs. Hendry or Dr. Nolan,  
22 the degree of centralization or decentralization  
23 that ought to exist between the boards and the  
24 department in their relationship -- in 1969 when  
25 the new units were created there was no way that  
26 you could have come up with overall knowledge of all  
27 the problems that were going to arise from the local  
28 level and say here is the direction we are giving  
29 you as to what officials you employ and so on,  
30 because there was no one knew at the central level

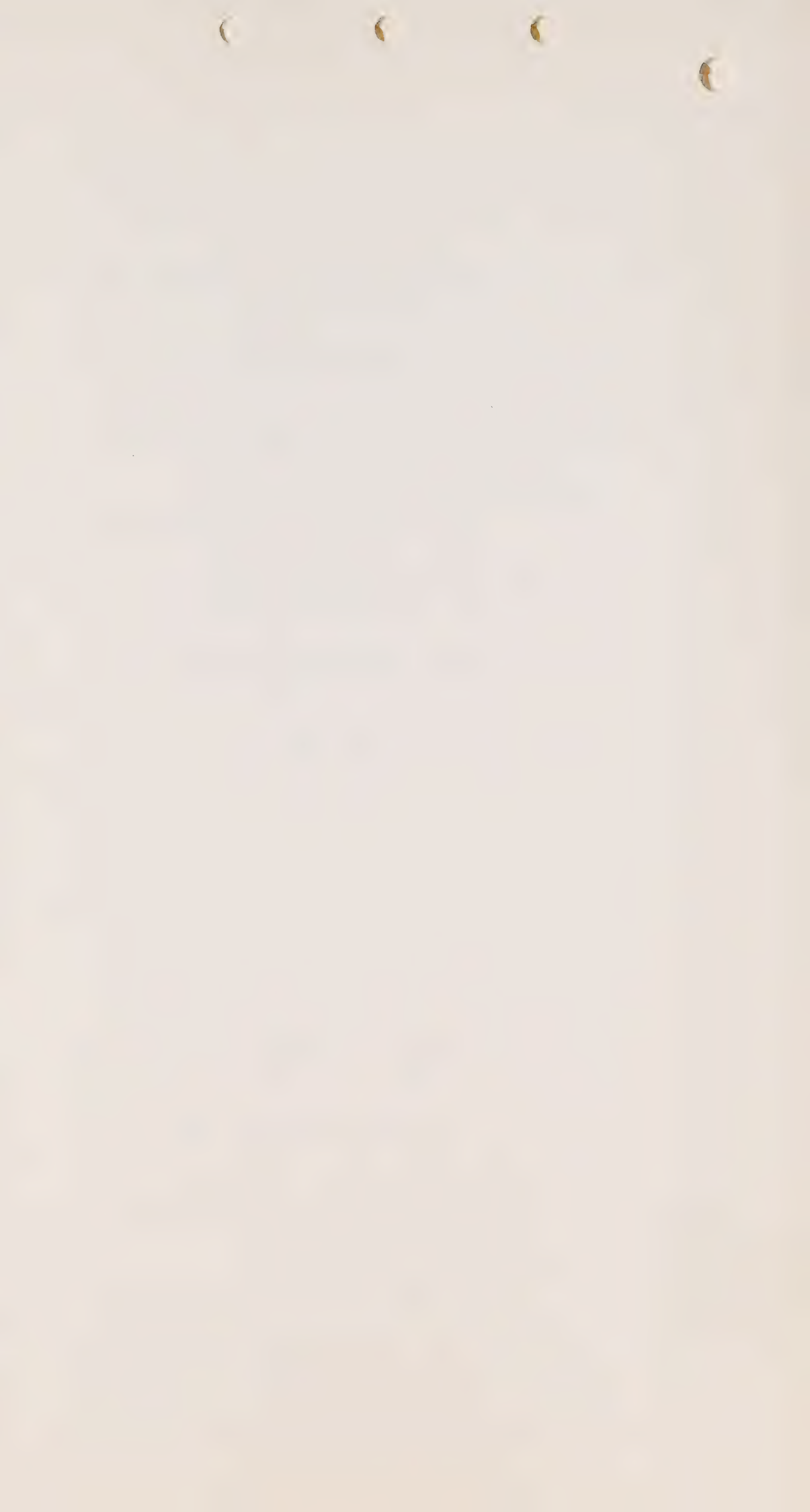




1 and I dare say there was no one knew at the local  
2 level until the units were established what kind of  
3 supervisory operation would be necessary and maybe  
4 there was a tendency to over-employ at this area  
5 just because of the magnitude of the problems that  
6 there was in the organizational basis that might not  
7 be required to the same extent after the thing is  
8 operated, and functioning rather smoothly.

9           The other point I would ask about,  
10 if that then was not the place to leave it at the  
11 local level, then it would raise the same question  
12 about Percy's point about evaluation being done by  
13 some outside body because you know we have that,  
14 we have had that for a long time in Ontario and I  
15 think you would have to say that the whole literature  
16 of supervision now says that the very best is the  
17 kind of self analysis the teacher makes in her own  
18 job, and telling somebody from outside what is wrong  
19 internally. We did that and I perpetrated a few  
20 crimes myself in that over the years and I don't  
21 think it really helped to improve the point -- the  
22 problem. It still had the inspectorial view rather  
23 than trying to build into the teacher desire to do  
24 her own evaluation in terms of improvement because  
25 I never believed that a teacher functioned less  
26 well than she knew how to.

27           MR.MUIR: I think you misunderstood  
28 me, because I didn't say the department should come  
29 in and do the evaluating. I think that they should  
30 set up a mechanism whereby the boards are qualified





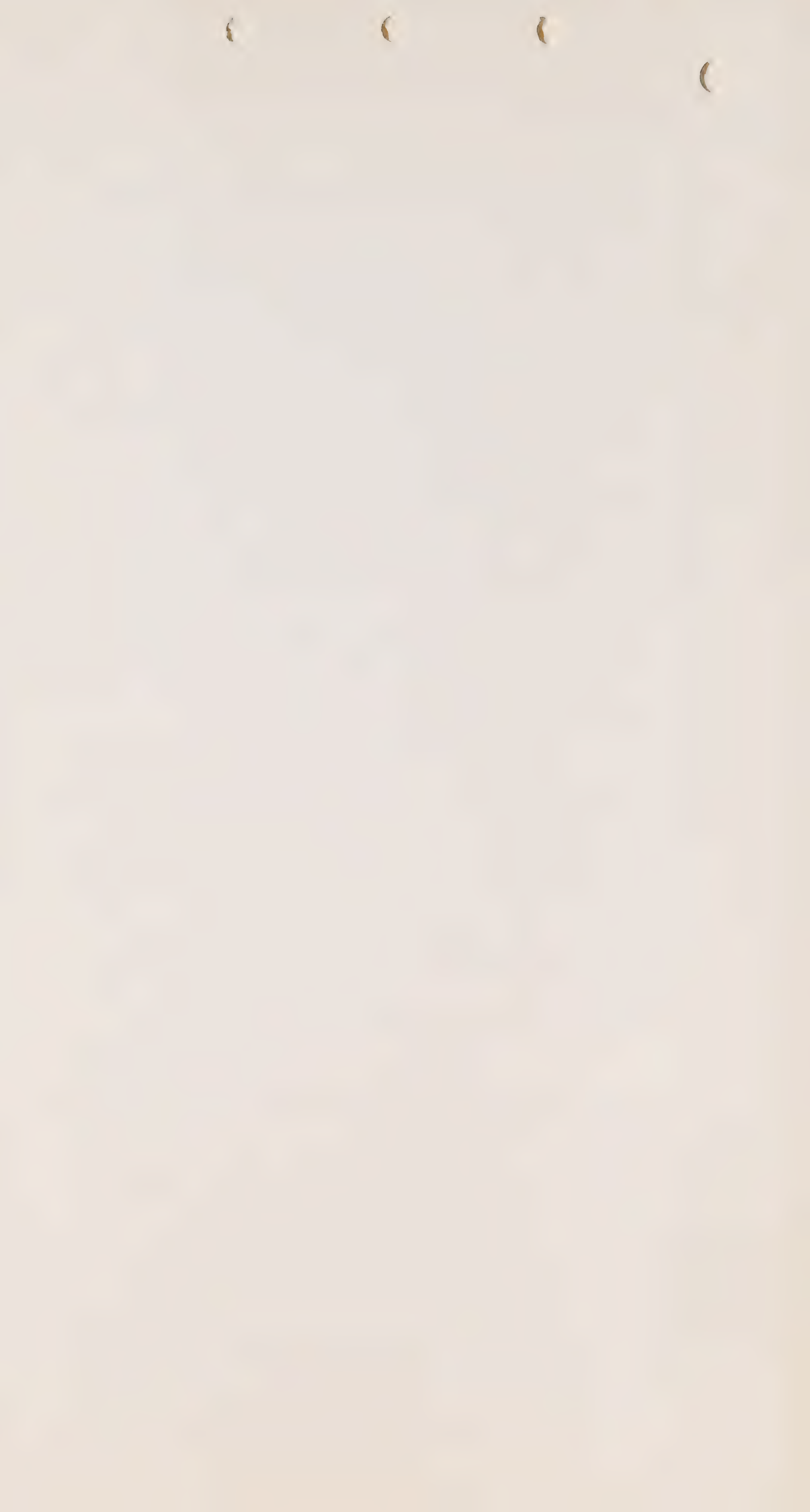
1 to do this themselves. Give them assistance and  
2 train them to do the job themselves. I think it has  
3 to be done by the Board with limited outside  
4 interference. There are some cases where they do  
5 have their own local system of evaluation but then they  
6 can call in, I think New York are experimenting with  
7 this particular development, at the request of the  
8 board who, through the New York governing body,  
9 educational body, they can bring in some outsiders  
10 to have outside evaluation to compare with the local  
11 evaluation and so on and so forth, but I understand  
12 they are having difficulties with that in New York too,  
13 with the same point you are making.

14 MR. ROBERTS: May I quote a case in  
15 point on this matter of supervision and administration.  
16 In Ontario county we have fewer bodies in supervision  
17 and administration per pupil than before the county  
18 board was established, and I suspect the same is  
19 true in Simcoe county. I suspect that is true in a  
20 number of the well organized new county boards.

21 MR. KERR: Mr. Chairman, I would like  
22 to take the opportunity to ask your council, referring  
23 to page 12 in the presentation, to the Committee on  
24 Negotiating Procedures, you are inclined to question  
25 the validity of the assumption that education is  
26 omnipotent and it holds the sole key to the future  
27 and I wonder if your council is expressing any concern  
28 over decline in work motivation and the work ethics  
29 of Canadian students in the present generation?

30 MR. MUIR: Well I don't know we are









1 pinpointing that. Certainly I was responsible for  
2 that particular brief and that was at the back of my  
3 mind, that we were not getting new results, if I  
4 understand you correctly, Mr. Kerr, that because of  
5 the fact there is a change in the attitude of youth  
6 towards work in my opinion. It is purely a matter of  
7 opinion, but we were not pinpointing that as I say.

8 MR. KERR: Well in the position of  
9 employing annually from twenty to seventy students for  
10 the last thirty-seven years and I am very much concerned  
11 about this decline in work motivation and work ethics.

12 MR. MUIR: I personally share the same  
13 feeling with you, Mr. Kerr.

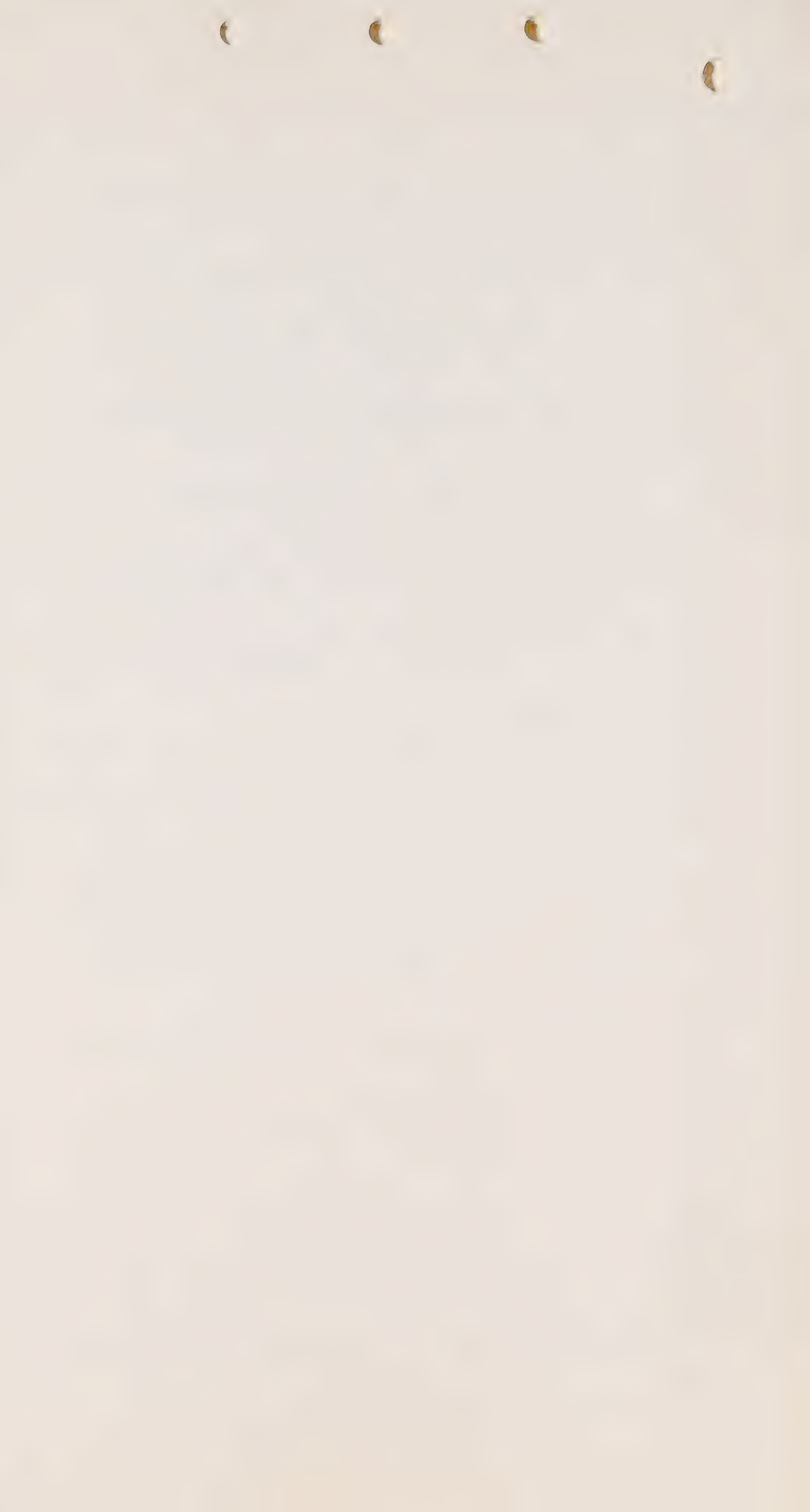
14 MR. ROBERTS: Here is a free comment  
15 on that. I am involved with junior achievement operations  
16 and we are finding two, three or four times as many  
17 girls as boys interested in the work ethics of work.

18 MR. KERR: Well my experience coincides  
19 exactly. We are moving strongly from boys to girls  
20 for the reason you say.

21 THE CHAIRMAN: It would be interesting to  
22 know why is this happening.

23 MRS. HENDRY: Just more energetic, I  
24 would say.

25 THE CHAIRMAN: We are a little bit  
26 behind schedule. I would like to end with a very  
27 non-controversial question, a very easy one, about  
28 salary negotiations. I know it was certainly not a  
29 problem when I was a trustee.  
30





1                   Would you prefer provincial negotiations  
2 or negotiations at the board level and do you think  
3 teachers should have the right to strike? Or anyone  
4 should have the right to strike and shut down a school  
5 in Ontario?

6                   MRS. HENDRY: No, I don't think anyone  
7 should have the right to strike and shut down a  
8 school in Ontario and no, I don't think salaries should  
9 be negotiated at the provincial level.

10                  THE CHAIRMAN: Perc, you have had a  
11 little experience in this field. Could you give us  
12 your thoughts before you retire?

13                  MR. MUIR: Well actually my own personal  
14 opinion coincides with Mrs. Hendry and I think this is  
15 basically the opinion of the majority of the trustees  
16 in this province. We have from time to time had  
17 some group wanting a provincial salary schedule, but the  
18 majority of the trustees are not in agreement with  
19 this, and they think that salary negotiations, we  
20 feel that in Ontario we have developed a very peculiar  
21 set up which is unique among all the jurisdictions  
22 for the east and the south and the west of us, and we  
23 take a great deal of pride in the fact that there has  
24 not actually been a strike -- I think in Renfrew some  
25 teachers walked off the job temporarily, but I think  
26 it was sort of a wildcat set up, and we have  
27 developed a situation where we have met more or less  
28 adequately the problems by this matter -- I think  
29 this is a technique which is peculiar to Ontario  
30 in getting together, talking it over, okay we have





1 our ultimatums, we have our confrontations but it has  
2 never yet really -- well, usually it never comes to  
3 a point of strike. We have reached some accommodation.  
4 Now this is not true in Quebec or New York State or  
5 Michigan, the Western provinces or the Maritime provinces.  
6 I think that the teachers and the trustees of Ontario  
7 have developed a technique of getting together,  
8 compromising on a situation, resolving it, in the  
9 best interests of education for this province. I  
10 really believe that.

11 MR. ROBERTS: May I make a comment.  
12 I have had occasion a number of times in Ontario Chamber  
13 of Commerce and the Canadian Chamber of Commerce  
14 circles to discuss this with some vigour, with people  
15 who are inclined to put this kind of pressure  
16 restriction on the teaching profession and those same  
17 men are making a very strong pitch for improving  
18 communication with our youth today on the matter of  
19 the virtues of mixed enterprise, semi-free enterprise  
20 system that we have, and my point is that you cannot  
21 expect the schools and teachers to communicate  
22 and have respect for any free enterprise system  
23 if you deprive the teacher of all the rights that  
24 go into the free enterprise system, but I do  
25 not think that teachers should be permitted to  
26 strike and close down schools during a school year.

27 THE CHAIRMAN: Would the same  
28 feeling apply to maintenance workers and other units,  
29 unions -- excuse the word union, Hazel.

30 DR. NOLAN: Sometimes I think we

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1 would know better where we stand regarding teachers  
2 if they had the right to strike in some cases. We  
3 would know that they had the alternative to strike if  
4 they wished and the cards would be face-up on the  
5 table, but I do not concur with my own personal view  
6 that they should have the right to strike.

7 As far as provincial negotiations there  
8 has -- perhaps we should have regional negotiations  
9 even this was not accepted by boards in the province.

10 MR. MUIR: May I make one comment.  
11 Actually the teachers, legally they don't have the  
12 right to strike, but they have the right to something  
13 I think we are all aware here, which is the  
14 equivalent of a strike, which is mass resignation.  
15 Now this has the advantage, you have got some prior  
16 announcement before the stoppage of services actually  
17 takes place, because they had to go to the end of  
18 June and then it would take place on the first of  
19 September, and in the intervening months we had time  
20 to work on it and almost invariably we solved it,  
21 but basically they do have mechanism which is  
22 tantamount to strike.

23 MR. ROBERTS: As far as the non-teaching  
24 employees are concerned with their unions, I have  
25 had the experience of a strike of all the office  
26 employees of our system and we were carried through  
27 the picket lines by the police and I would still  
28 accept their right to go on strike and face it out.

29 THE CHAIRMAN: It seems to me -- how can  
30 we approve striking with students in Ontario?





1 MR. ROBERTS: We were able to keep the  
2 schools operating in spite of it.

3 THE CHAIRMAN: I just can't see a strike  
4 directed against children under any conditions. I  
5 don't think adults should have that right.

6 MRS. HENDRY: I feel so strongly  
7 about it, Mr. Chairman, is that, you know, if a board  
8 and the teachers are not agreeing and there is a strike  
9 called or a work to rule or mass resignation, it  
10 does not significantly affect the trustees on the  
11 board, but it does affect the child in the schools.

12 THE CHAIRMAN: It is some example to  
13 children.

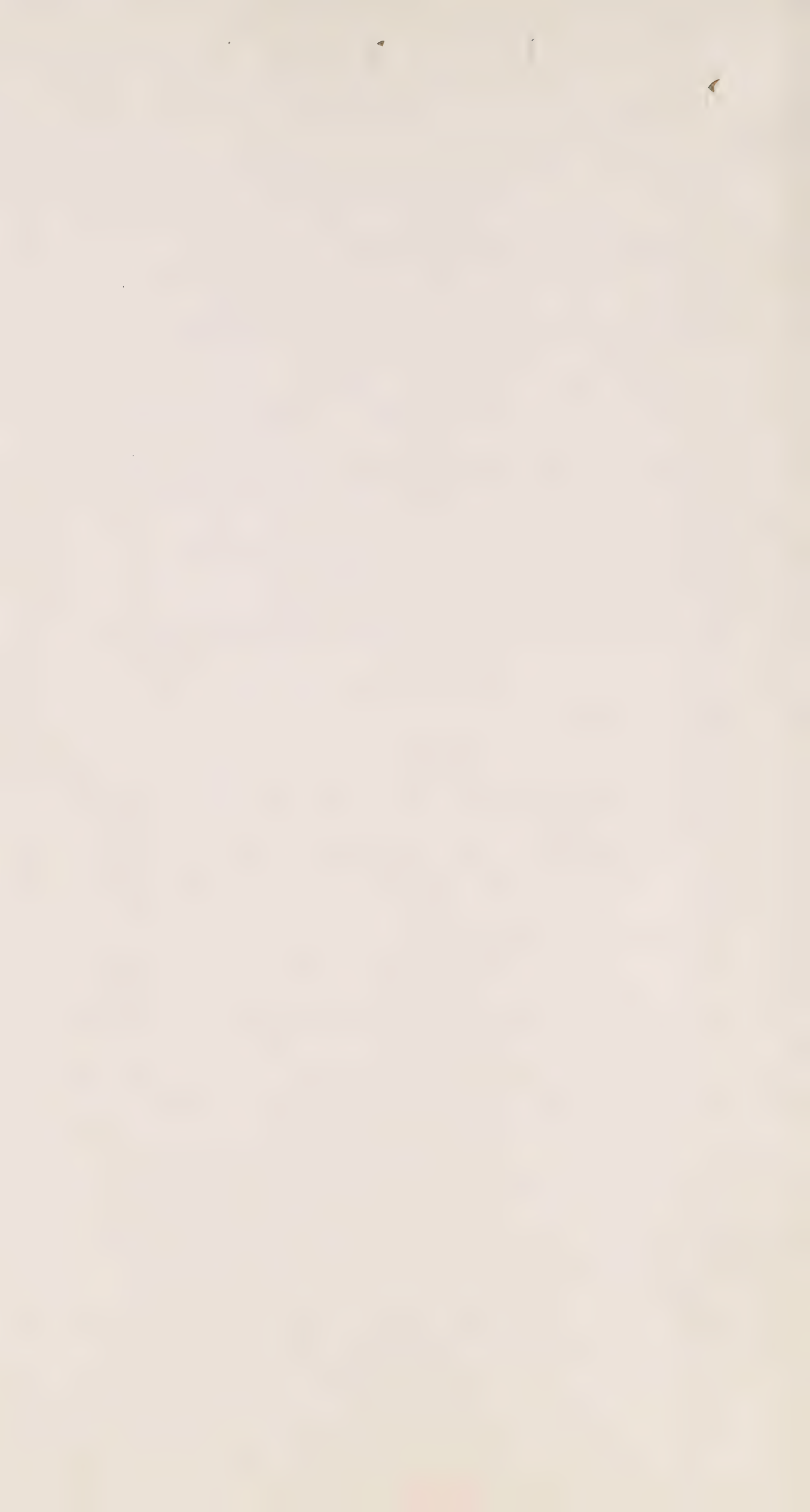
14 MRS. HENDRY: Yes; it just cannonballs  
15 towards the children and it is a very poor example for  
16 the children. This is my main concern.

17 MR. ROBERTS: A lot of their fathers  
18 though are union members.

19 THE CHAIRMAN: Well, Mrs. Hendry and  
20 gentlemen, thank you very much for being with us today.  
21 I am quite sure we could ask you a lot more questions,  
22 and we might submit more to you as our research  
23 progresses. Would you be willing to answer any  
24 questions we might submit to you and if you have any  
25 surveys that you have completed, that may be of use  
26 to us, would you forward them to our staff.

27 Thank you very much for being with us  
28 today. You have been most helpful.

29 ----  
30











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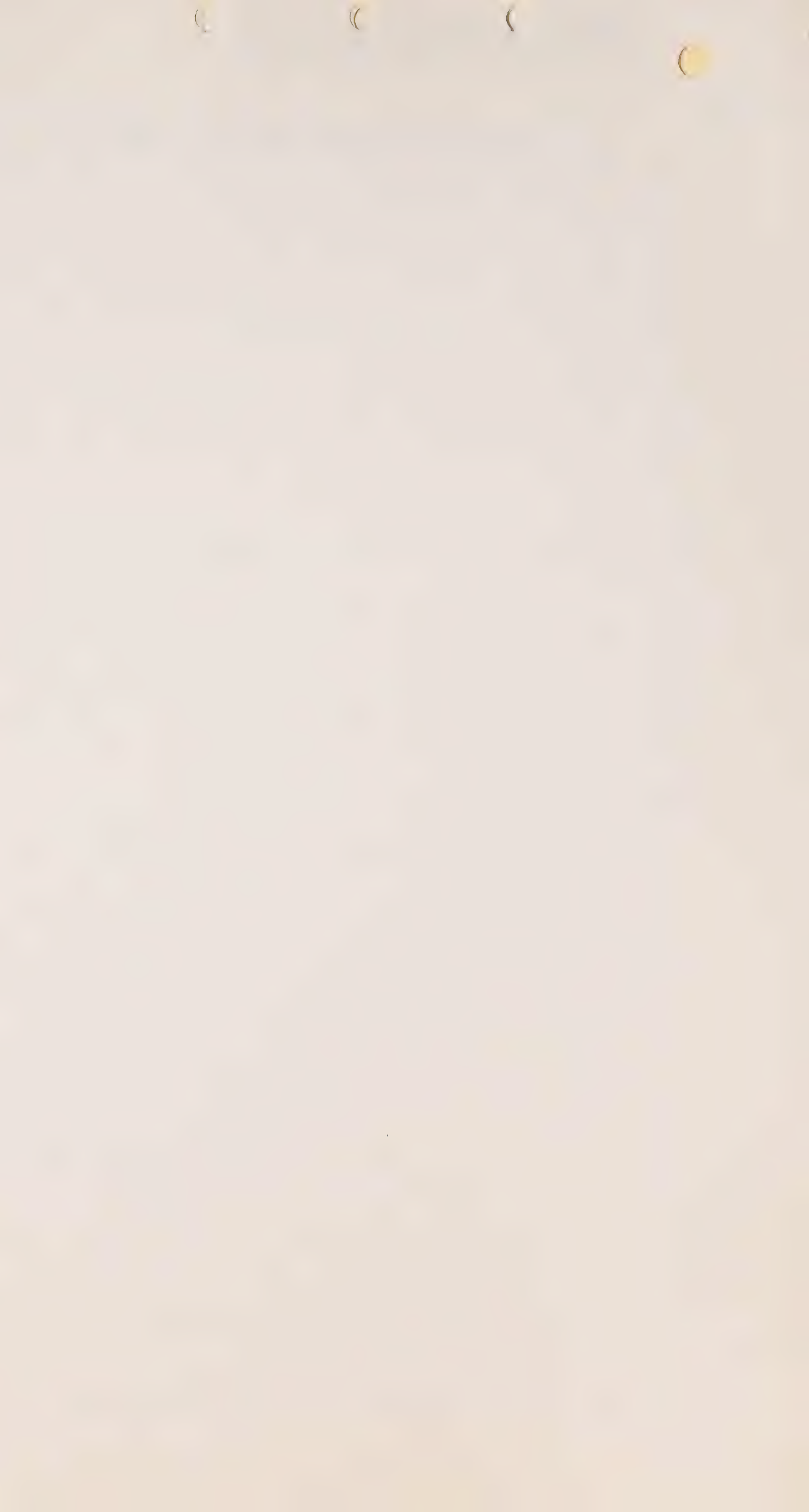
1 BRIEF NO. 50

2 THE CHAIRMAN: Dr. Nolan, welcome to  
3 your new group. Would you please introduce your  
4 group. You can assume that we have read your brief,  
5 and we have a few questions we would like to ask you,  
6 but before we do that, if you would like to speak to  
7 your brief or add anything to it, please feel free to  
8 do so.

9 DR. NOLAN: Yes. Ladies and gentlemen,  
10 Mr. Chairman, I would like to introduce the members of  
11 my committee here. On my far left is Gerald McCabe  
12 from Thunder Bay. Dr. Mancini from Hamilton. Father  
13 Durocher from our association. Dr. Fyfe from Sudbury,  
14 and Chris Asseff our executive director. I would like  
15 to, if I may, make a few opening remarks.

16 We do appreciate this opportunity to  
17 discuss our views on the cost of education and as you  
18 know our association, The Ontario Separate School  
19 Trustees' Association, and as such have taken part  
20 in the Council brief. We think we enjoy particular  
21 expertise with the Separate School Sector of the  
22 public school system in Ontario and believe that this  
23 sector has problems that are relevant to your inquiry.

24 Our approach, we have tried, has been  
25 a selective approach, we have tried to stress a  
26 general approach to the question of costs at this  
27 time, to indicate a few major ways in which present  
28 financing could be improved. For obvious reasons we are  
29 perturbed at the climate that would suggest the  
30 essentials of education are now well taken care of





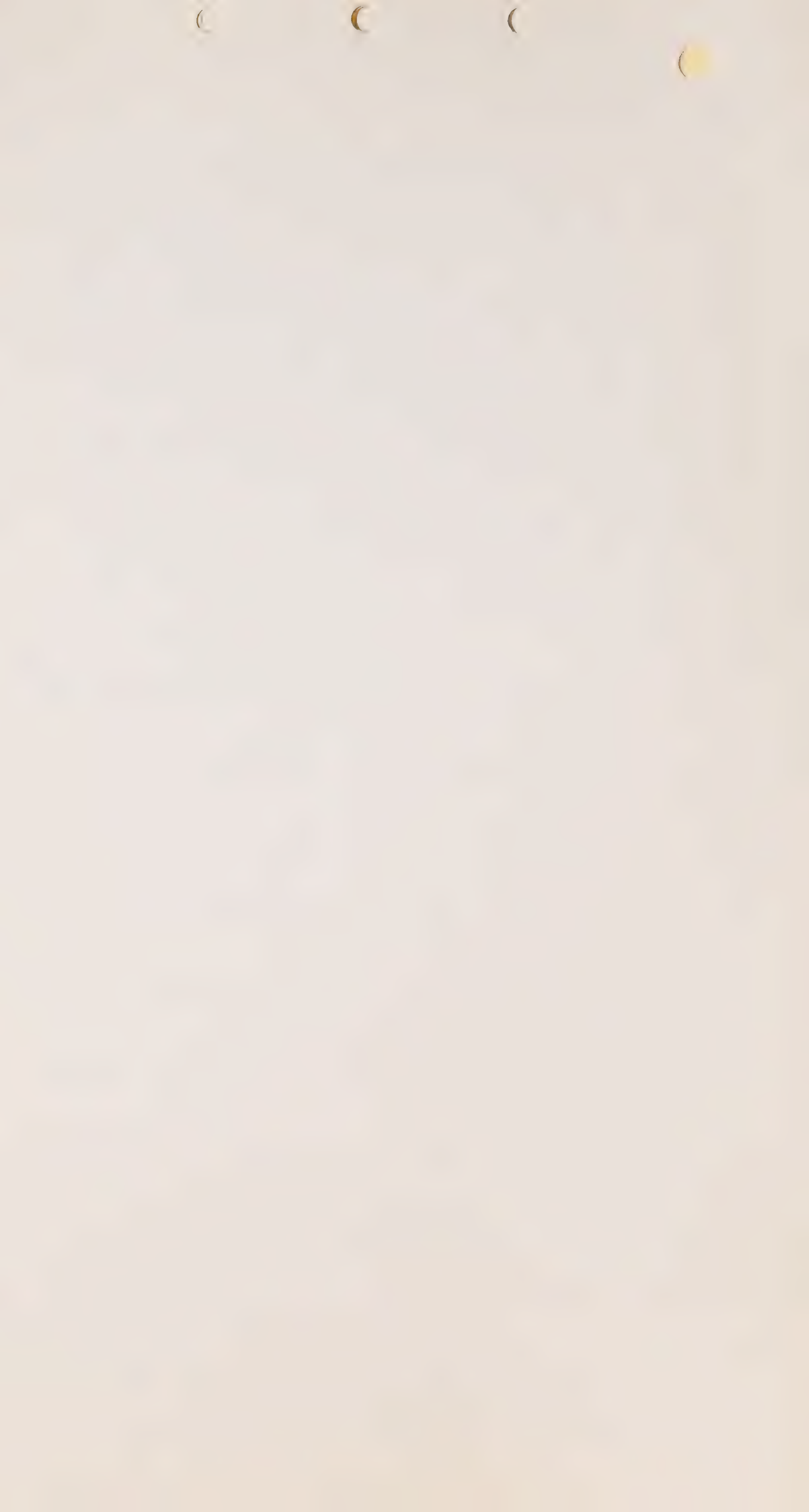
1 and the economy should be the principal if not the  
2 exclusive concern in that field of public service.

3 The separate school system has been  
4 catching up for the past ten years since the inauguration  
5 of the foundation and tax plan, but we still have some  
6 way to go before attaining parity with the public  
7 system. The ensuing decade is also made possible  
8 for more and more Roman Catholics to effectively  
9 exercise their constitutional option with the  
10 result that much building has had to be achieved  
11 and much remains to be provided.

12 These considerations impell us to oppose  
13 ~~an excessive~~ stress on educational cutbacks, before  
14 we have been able to reach equality. We are also  
15 concerned because we feel that turning away from  
16 education as a social priority, would indicate a  
17 weakening of the community fibre, a lowering of sights  
18 for immediate benefits, a short-sighted view of  
19 real economic resources, an application of parental  
20 responsibility in the shape of life tomorrow. That  
21 is why we urge a reaffirmation of the importance of  
22 education and the dynamic effort by public leaders  
23 to ensure that goal.

24 Our practical suggestions, other than  
25 comments on current weighting factors concern two  
26 decisions which could greatly ennumerate educational  
27 progress.

28 In the first place we feel that <sup>if</sup> the  
29 burden of accumulated debt were relieved, many boards  
30 could solve their present problems much more freely.





1 Secondly, if the product of the levy on corporations  
2 were channelled directly to the treasury board to  
3 be distributed according to the foundation grant  
4 plan, all boards would be equally responsible to the  
5 ratepayers on farm and residential property and  
6 therefore more competitive. Our member boards have  
7 undoubtedly made some observations to you. These  
8 are our corporate views.

9 Our presentation as you know, is  
10 divided into two parts. One the cost and ideals;  
11 the second part of the three problem areas that we  
12 anticipate. I am sure that any questions that your  
13 committee might ask could be directed to various  
14 members of our present/committee. Thank you very much,  
15 Mr.Chairman.

16 THE CHAIRMAN: Thank you, Dr. Nolan.  
17 In your brief you mentioned a case in the early part  
18 for continual high level of expenditure of education  
19 and the fact -- do you think the public supports that  
20 position at the present time?

21 DR. NOLAN: I think if we are talking  
22 about quality of education, yes, the public does  
23 appreciate that, the concern we have for quality  
24 education.

25 THE CHAIRMAN: Oddly enough in a survey  
26 of farmers, they do not support our entire qualifications  
27 for teachers at the present time, because they fear  
28 the added cost. I do not know whether the public  
29 really do fear that.

30 DR. NOLAN: One of our contentions







1 is that we, in Ontario, should be in a position that  
2 we could produce and educate as many qualified people  
3 as possible. We cannot compete with other countries  
4 on a corporate basis, but we can compete with well-  
5 trained individuals who could perhaps make this  
6 nation competitive on a brains level. I am reminded  
7 of the comment that the budget was restricted in the  
8 past year and Dr. Weiss made the point that although  
9 people think that OISE is not performing exactly  
10 what it should be, that even though<sup>if</sup> they spent  
11 fifty thousand dollars to produce one idea, that idea  
12 might be down to the benefit of the whole community  
13 accruing to the whole population; it would be worth  
14 more than the fifty thousand dollars that could be  
15 expended for one single idea.

16 FATHER DUROCHER: Well actually, Mr.  
17 Chairman, I think that we are in a period of  
18 confusion on this question of where the public stands.  
19 I am quite sure if you were talking to French people  
20 of this province, you would find they heartily applaud  
21 the efforts to upgrade the educational facilities  
22 available to them and this present situation of the  
23 country, this particular group, satisfaction might  
24 be a very major importance to all of us.

25 I think, in the Catholic church  
26 particularly, which has its separate school, we  
27 find, speaking for our own group, we find our people  
28 certainly want the best quality education as well as  
29 the experience element that goes with it, and we are  
30 serving hundreds of thousands of people who may not

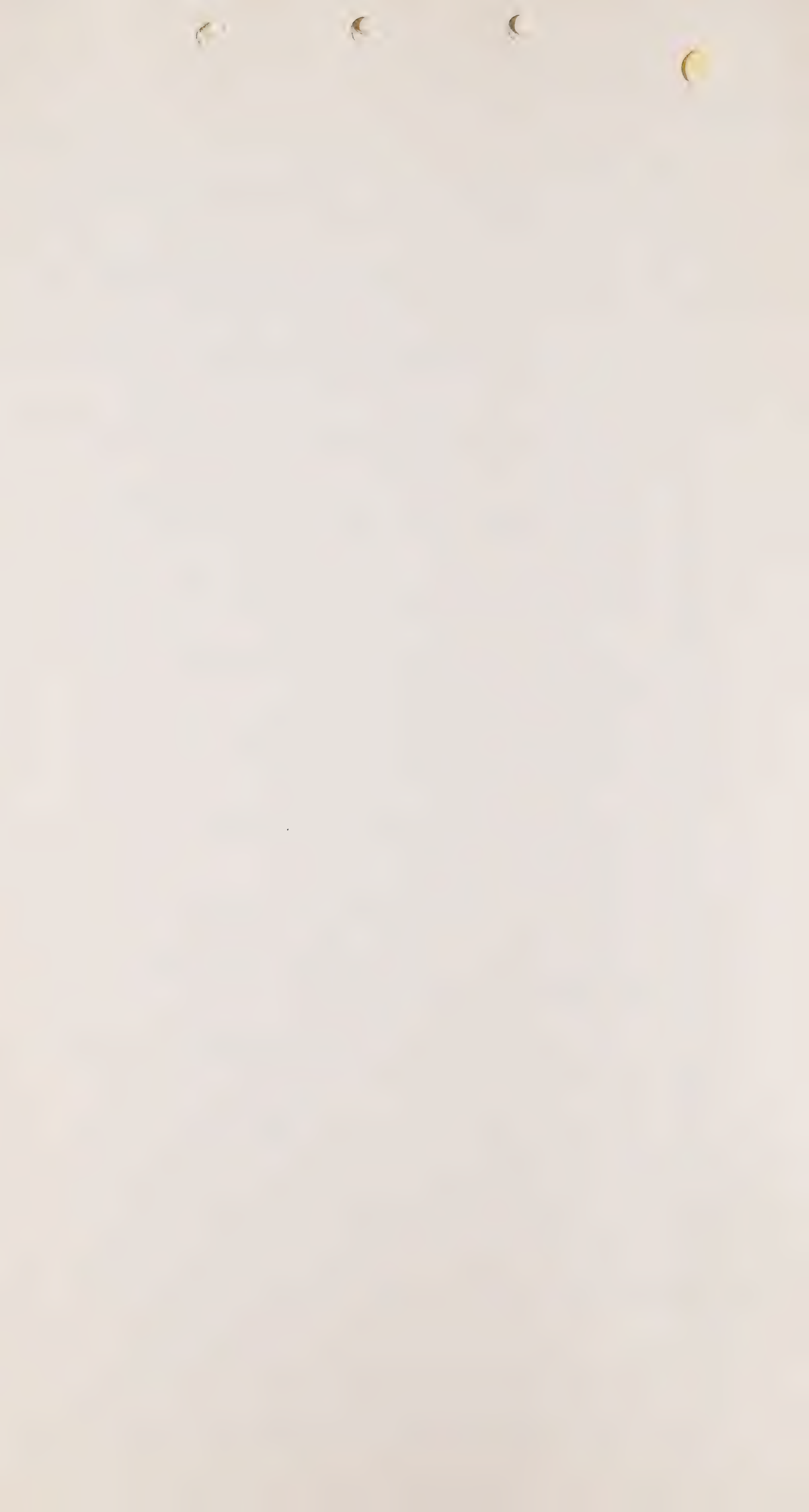




1 even be citizens yet. I think somebody said at the  
2 last election, well who cares about Italians, they  
3 don't vote, but perhaps four years from now they will  
4 vote and I am pretty sure that if we are able to  
5 look into that segment of the population of Ontario  
6 you would find characteristics of all immigrant people  
7 -- they want the best possible education for their  
8 children. We have had hundreds of thousands of  
9 people coming into this province because of the high  
10 quality of education, and I am quite sure that  
11 people are still coming in for that purpose. They  
12 are coming in from New Brunswick, coming in from  
13 Quebec, Manitoba, Saskatchewan, so if you went  
14 through various segments I am pretty sure you would  
15 find from various points of view, you are building  
16 up, at least to a 50 per cent population which wants  
17 still better education.

18 Maybe the business community is worried  
19 about finances; maybe political consideration is  
20 dictated or more concerned about some other sector  
21 of public service such as health, nursing, homes and  
22 so forth, but we feel that there is a confusion;  
23 there is a reaction against the high cost in the  
24 past, but in four or five years it will be found  
25 that education will still be very highly valued  
26 in this province and it is up to those who see that  
27 now to hold that position. That is what we say.

28 THE CHAIRMAN: Would you like to  
29 elaborate for us on the anomalies and inequities to  
30 which you refer between the separate school system





1 and the public school system?

2 DR. NOLAN: Well there are anomalies  
3 and inequities in the grant structure, particularly  
4 we are operating a situation on the local tax revenue  
5 that supports kindergarten to eight, in the public  
6 school system. We are granted an amount predicated  
7 on the elementary level and the secondary level.  
8 We are not recognized as secondary - grades of nine and  
9 ten, and this remark has to do with Mr. Davis'  
10 declaration on the 31st of August, regarding the  
11 inequities and anomalies in the grant structure that  
12 should be corrected.

13 THE CHAIRMAN: This is the only one  
14 -- your serious concern?

15 DR. NOLAN: Well the fact that we  
16 have not reached parity yet with the public schools in  
17 spite of the tax plan. As a group of separate schools  
18 we haven't reached parity with the public school  
19 system. There is still a 20 per cent differential  
20 in our operating costs.

21 THE CHAIRMAN: What would <sup>you</sup> say is the  
22 difference in quality as a result of this?

23 DR. NOLAN: Well fortunately -- I am  
24 being prejudiced here -- but I don't think our  
25 quality has suffered too greatly, because of the  
26 dedication of a large portion of our teachers that have  
27 accepted low salaries.

28 THE CHAIRMAN: Is that as high as  
29 grades nine and ten?

30 DR. NOLAN: Well even more so when we





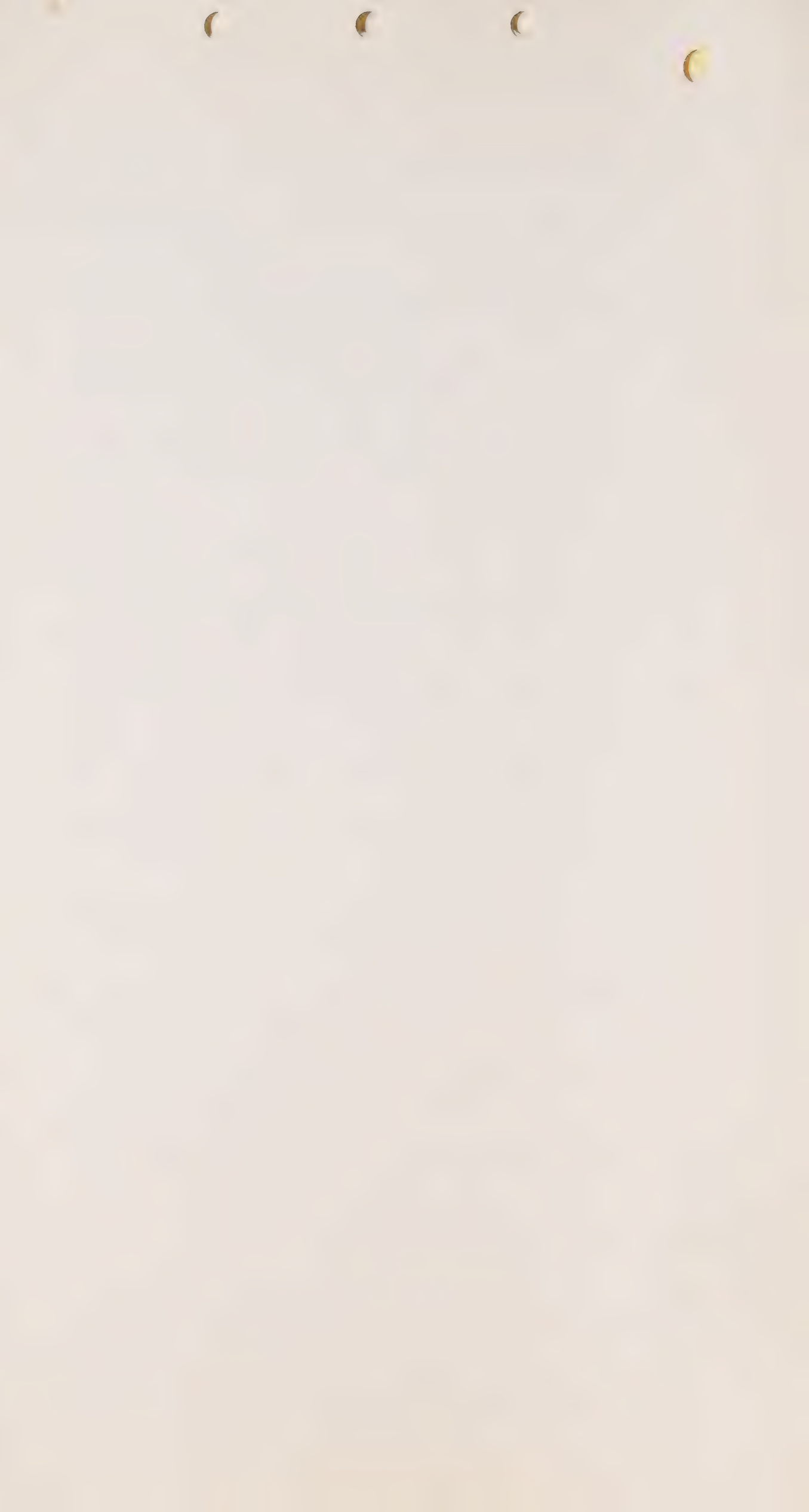


1 /<sup>have</sup>religion getting three thousand dollars a year salary,  
2 that type of thing. That is only rare occasions now ---  
3 at one time there used to be a much lower salary  
4 than the lay personnel, but in recent years their  
5 salary has become competitive with the lay person.

6 THE CHAIRMAN: You mentioned in here  
7 -- you used the word competitive -- and that is with  
8 the public school board. In what way do you feel you  
9 are competitive?

10 DR. NOLAN: I think in a dual situation  
11 where you have public and separate situation,  
12 it is to the advantage of both systems to have some  
13 competition to innovate, to offer new programs, to  
14 move forward in curriculum in special areas, because  
15 we have the freedom now to develop curriculum, to  
16 go into open concept school, open space schools, to  
17 go into team teaching, to progress along these  
18 lines in such a fashion that we can assess ourselves  
19 with the corresponding public school system in our  
20 areas. If they see that we are doing something they  
21 are looking at us, and if they are doing something  
22 we are looking at them, and this is a continuing  
23 evaluation of both systems. We have incorporated  
24 some of their views, they have incorporated some  
25 of ours. It is a healthy situation. It is a  
26 competitive thing, education.

27 THE CHAIRMAN: You were talking in  
28 terms of quality when you used the term competitive?  
29 How about where there is a differential in the local  
30 millrate for the two systems? Can you be higher?





1 DR. NOLAN: Well traditionally we try  
2 not to be higher.

3 THE CHAIRMAN: Why?

4 DR. NOLAN: Because unfortunately if we  
5 go up higher than the public school system we lose  
6 assessment.

7 THE CHAIRMAN: Is this because people  
8 will move children between the two systems?

9 DR. NOLAN: Not necessarily. We have  
10 people who are retired people who do not have children  
11 in schools. They opt for the lower millrate. They  
12 will transfer their assessment to the public rather  
13 than the secondary school-- the separate schools.

14 Our separate school grades, enrollment  
15 in our grades has increased significantly and even  
16 this past year we are very much surprised in certain  
17 areas where we have nines and tens, that the  
18 enrollment at this level has increased significantly.

8 19 THE CHAIRMAN: Do you see ways in which  
20 the two systems can cooperate better?

21 DR. NOLAN: Well we are sharing now --  
22 there are a number of jurisdictions throughout the  
23 province where there is a great deal of sharing  
24 and I can delineate to you the types of sharing  
25 we are talking about, film libraries, recreational  
26 areas -- nature study areas -- explorations -- these  
27 things ---

28 THE CHAIRMAN: Has this been a good  
29 trend in your opinion, this greater cooperation --  
30 has it reduced costs?





1 DR. NOLAN: Oh yes. Instead of one  
2 board getting a 16 mm projector, we can share the  
3 cost -- things of that nature, and even on Sony  
4 tape recorders, we share within the jurisdictions--  
5 the school boards in certain areas will come together  
6 and share the cost with the separate school people  
7 in these jurisdictions.

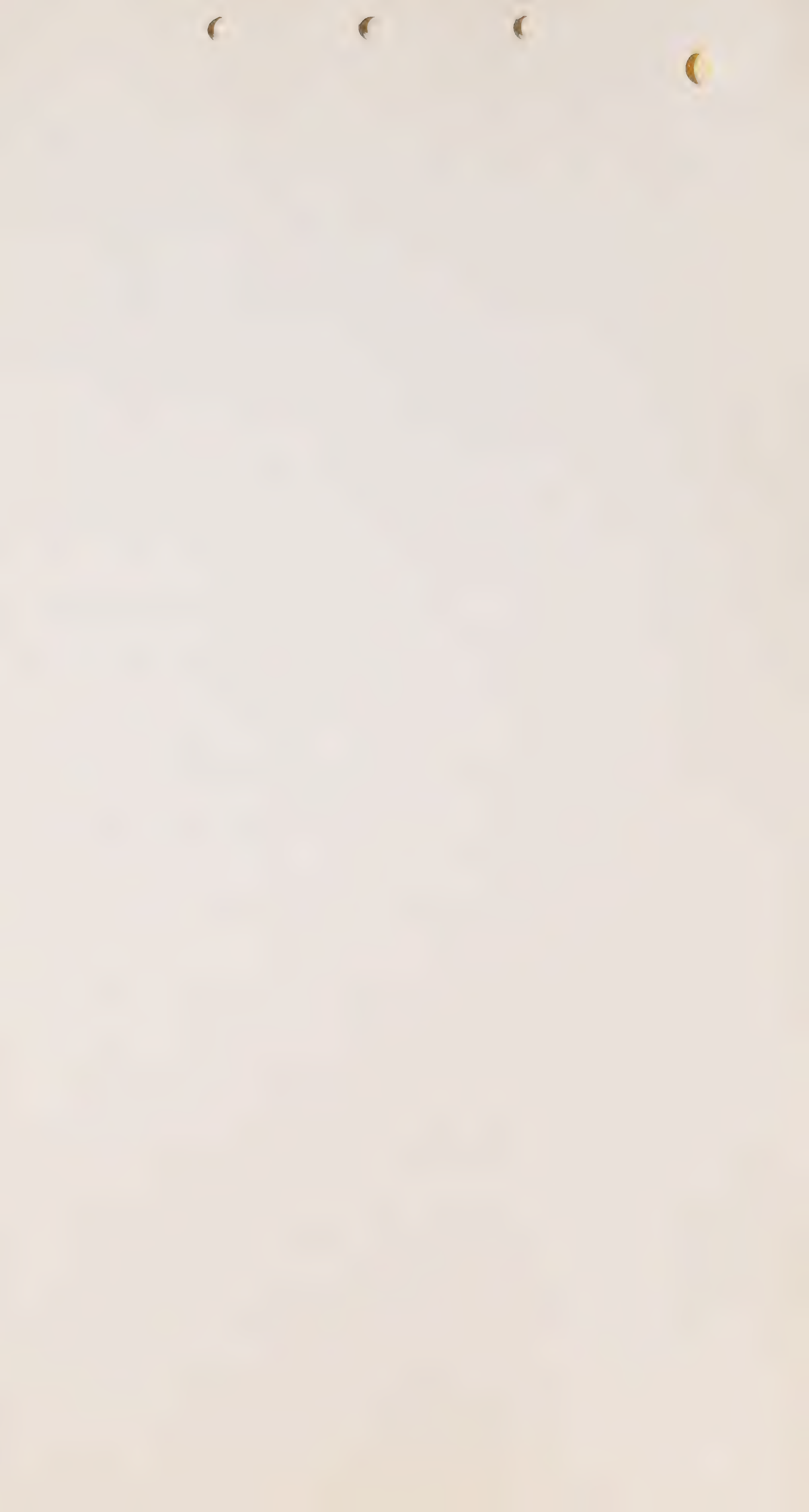
8 MR. McCABE: Also in tendering, we do  
9 that in certain areas, such as oil -- to the mutual  
10 benefit of both boards.

11 THE CHAIRMAN: How about in terms of  
12 people, because this is really skilled people -- it is  
13 always your most precious commodity.

14 DR. NOLAN: Well as far as in service  
15 courses go, we cooperate with skilled people, with the  
16 other boards, and they cooperate with people from our  
17 board in in-service courses. There is no hesitation  
18 in making our system available to the experts of the  
19 other system.

20 MR. KERR: Mr. Chairman, I would like  
21 to ask Dr. Nolan what is your association -- favour  
22 this increased cooperation -- not only from the  
23 standpoint of economy but also from the standpoint  
24 of community cooperation, community living?

25 DR. FYFE: I think we have to keep in  
26 mind when we talk about community cooperation the  
27 reso detra of the separate schools. I mean if you  
28 are going to cooperate to the point in which there  
29 is no further purpose in having separate schools  
30 then obviously you are defeating the purpose for







1        which you exist and separate schools exist for a  
2        specific reason, for a specific group of people and  
3        if you cooperate to the point in which you destroy  
4        that reason, then there is no purpose in having a  
5        separate school, so cooperation is fine, sharing is  
6        fine, provided you keep in the back of your minds,  
7        both sides who are cooperating, and supposedly both  
8        sides are cooperating on a equal basis to begin with,  
9        that the reason -- that the separate school must  
10       not be jeopardized in this cooperation and that  
11       principle must be at the back of your mind, then I  
12       don't see any problem with cooperation at  
13       community level and school level, but we must  
14       remember why separate schools exist. This is our  
15       reason for being separate school trustees.

16                        DR. MANCINI:    We do agree with  
17       community spirit, as long as one remembers that the  
18       identity of the separate school system must never be  
19       lost. We can cooperate any time and anyhow, any  
20       event, and any undertaking, capital expenditure,  
21       etcetera, as long as the identity of that separate  
22       school remains as is.

23                        FATHER DUROCHER:    The point here,  
24       the concept we have of the Ontario community, there is  
25       a tendency in government naturally to provide  
26       services which do not take into consideration  
27       any differences in religion, morality, or even  
28       language, I would say, at one time there was some  
29       kind of an overall uniform concept on what an  
30       Ontario person should be.    One of the results was





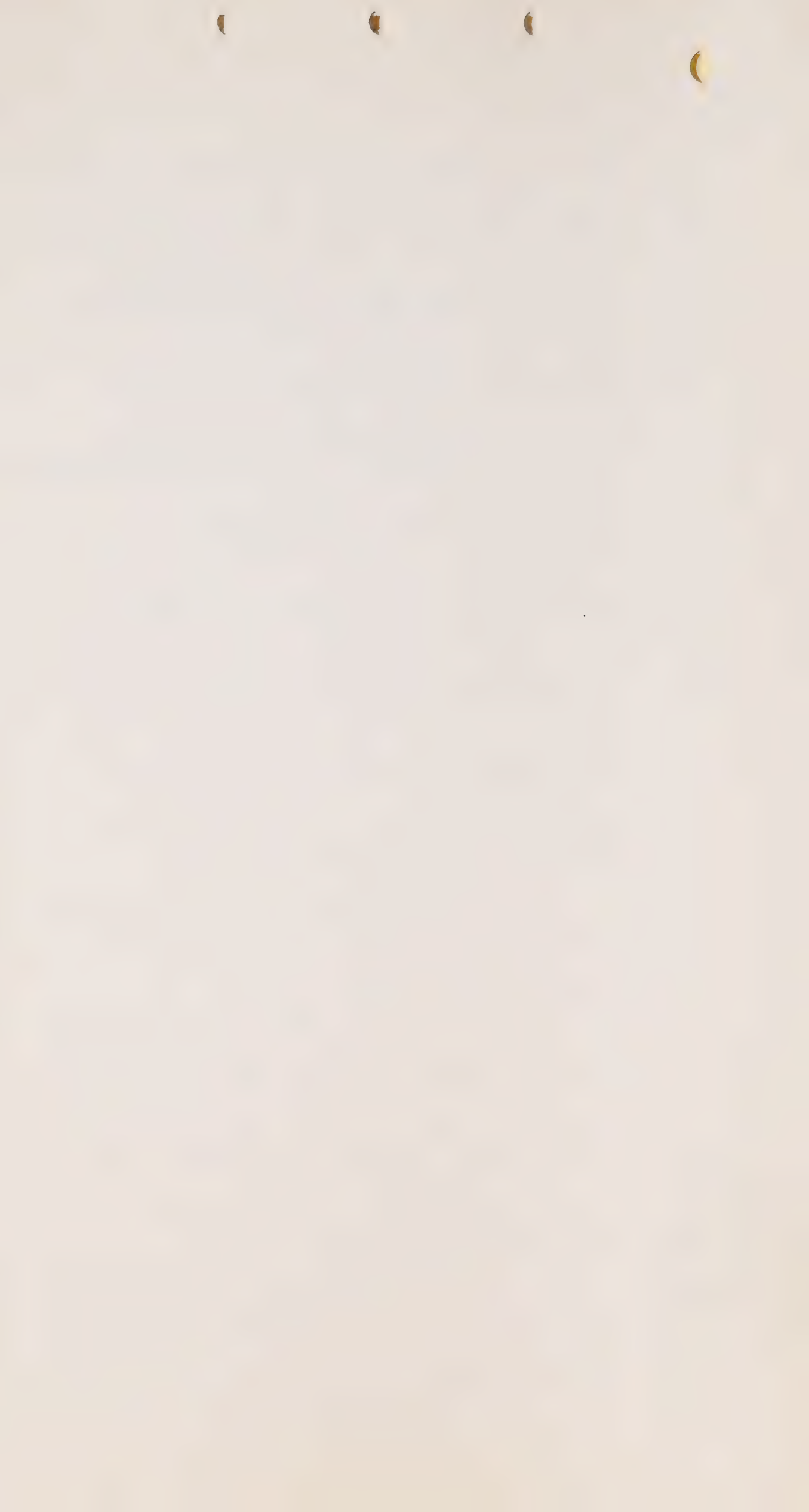
1 that we lost a lot of our cultural riches. I think  
2 today we are coming back to a more human idea of  
3 what a community is. There are a certain number  
4 of things that you agree on, but different groups of  
5 people in the community can look at it from  
6 different ways and emphasise, I think Italians  
7 emphasise music and singing to the advantage of  
8 everybody, and fortunately the German people emphasise  
9 Oktoberfest -- with the same problem as the  
10 separate school -- I think in education we are trying  
11 now to economise, but we do so at the cost of  
12 those things which made for distinctive groups  
13 of human beings, whether it be religion or anything  
14 else, we probably find that education will become  
15 very impoverished in the long run and become  
16 more like the assembly line, turning out identical  
17 products. I do not think we want that.

18 THE CHAIRMAN: I think the imposition  
19 of ceilings on expenditures have affected your  
20 economy of your boards?

21 DR. FYFE: Expenditures on ceilings  
22 have not directly affected us, because the majority  
23 of separate school boards not only couldn't reach  
24 the expenditure ceilings, but we couldn't reach  
25 the grantable ceilings. So there is not a problem  
26 on expenditure ceilings as yet.

27 THE CHAIRMAN: During this period of  
28 time, have you been able to improve the quality  
29 of your programs?

30 DR. NOLAN: Yes, absolutely.





1 DR.FYFE: The expenditure ceilings.  
2 will indirectly affect us in the long run. The  
3 grantable ceilings, expenditure ceilings are synonymous  
4 -- we will be affected indirectly -- as we pointed  
5 out in the brief here because of certain costs  
6 that are not grantable at the present time, which a  
7 lot of the smaller boards had prior to the formation  
8 of the larger units, and recognized extraordinary  
9 expenditures and that is going to be a problem because  
10 a large percentage of our mill rate in/certain jurisdictions  
11 is used to pay off unrecognized debts that had  
12 accumulated prior to the formation of larger units,  
13 and as the expenditure ceilings for public schools,  
14 as it applies to us, drops to the level of the grant  
15 ceilings then we will not be, bring up the term  
16 you used earlier, as competitive with our board  
17 of education counterparts, as we have been in the  
18 past, because/they will have to lower their mill rates, to remain competitive,  
19 we would have to lower our mill rates and as a result  
20 of that we would have problems providing a program  
21 -- that is before the ceilings.

22 MR. ARSENAULT: The only problems with  
23 the grant system right now -- do you agree that grants  
24 to cover ordinary or approved expenditures should  
25 be equalized, that the only problem the separate  
26 schools may have would be on the unapproved  
27 expenditures where you have to pay these through  
28 taxation?

29 DR.FYFE: Well that is one problem.  
30 One of the largest problems, and it is becoming more









1 and more crucial as the expenditure ceilings affect  
2 the board of education and they keep dropping their  
3 mill rate to fit into the expenditure ceilings.  
4 This has become very crucial to us, and I foresee in  
5 two or three years time that some of our boards  
6 will be almost on the verge of bankruptcy, either  
7 educationwise or financially, trying to meet a  
8 competitive mill rate of the board of education  
9 members.

10 MR. ARSENAULT: How much of the  
11 approved expenditure -- do you know how much is  
12 from the consolidation of debts -- is it a small part?

13 DR. FYFE: No, but Father has looked  
14 at the statistics of our boards within the last month  
15 or so, and our extraordinary expenditures at the  
16 present time, 24 per cent is unapproved.

17 MR. ARSENAULT: How much of this  
18 would be -- I was thinking last night that boards  
19 that carry deficits as of January '69, are now  
20 being reversed. Those that did ---

21 DR. FYFE: Those deficits were on  
22 operating costs. They were not deficits on long  
23 term debts.

24 MR. ARSENAULT: A lot of those  
25 deficits were for operating costs.

26 DR. FYFE: Those were debentured  
27 operating costs which were a very poor method.

28 MR. ARSENAULT: Because they had  
29 affected their cash position. I was thinking last  
30 night that those that did consolidate, consolidated





1 their deficit, have to pay them through taxation  
2 while those who carried the deficit, as it generally  
3 refers to '69, are being reversed.

4 DR. FYFE: Through the mill rate,  
5 and through the deficit, but the problem is those  
6 boards that have large amounts of unapproved  
7 debentures -- for instance, I can give you an  
8 example -- a board in the Sudbury area prior to the  
9 formation of the larger units, within the last few  
10 months, prior to the formation of larger units,  
11 built two large schools in which I would say 30  
12 per cent of the cost of those schools was unapproved,  
13 so that carried over on a 20 year debenture into  
14 the new larger unit of administration in the  
15 Sudbury area, so the Sudbury District Roman Catholic  
16 School Board is carrying a half a million dollar  
17 debenture over twenty years from just one school  
18 board in our jurisdiction of 28 or 29. This  
19 is the type of thing that we will have to carry for  
20 twenty years, and when you add it up for each  
21 board under our jurisdiction, a fraction of a mill,  
22 it adds up in the long run to the fact that a  
23 large percentage of our mill rate, a fair  
24 percentage of our mill rate, or an unfair  
25 percentage of our mill rate, expressed in  
26 equalized mills, will be necessary to cover these  
27 unapproved debentures that came to us as of the  
28 1st of January, 1969.

29 As the squeeze comes on us, as the  
30 mill rate drops in the Sudbury area, the board of





1 education meeting their expenditure ceilings, then  
2 we are squeezed on the side, first of all, right off  
3 the cream of our taxes, we have to pay a certain  
4 amount of money to pay off these unapproved costs  
5 that accumulated to us as of the 1st of January, 1969,  
6 so in order to provide a good educational program  
7 we can't -- we have to skimp and save if the squeeze  
8 gets very tight, which it will in some cases,  
9 some boards in our jurisdiction are -- our separate  
10 schools, are using half the mill rate at the  
11 present time to pay off unapproved debentures and  
12 debts of that kind.

13                   These things have accumulated  
14 and they are using, after equalized mill rate, to  
15 pay off these debts, so obviously there are not going  
16 to be over three, four or five year period of time  
17 in competing with a board of education across the  
18 street, be able to provide a good educational program.

19                   THE CHAIRMAN: Yet you say the  
20 quality of education has not suffered. I think  
21 Dr. Nolan made that statement.

22                   DR. FYFE: It has improved. When I  
23 first went on fourteen years ago as a trustee,  
24 certainly our quality of education did not go down,  
25 but we suffered through those years through a variety  
26 of things. We were able to survive and now we  
27 have reached the point where we are able to provide  
28 in my estimation a very good program. We will take  
29 a back seat to no one, as far as our educational  
30 program is concerned, but I foresee troubles as the







1 ceilings leads us into a position where we cannot  
2 use our mill rate really for purposes for which it  
3 was intended, namely our operating costs, our  
4 percentage of grantable operating costs and our  
5 extraordinary costs. This is where we are going  
6 to feel the squeeze in three or four years time.

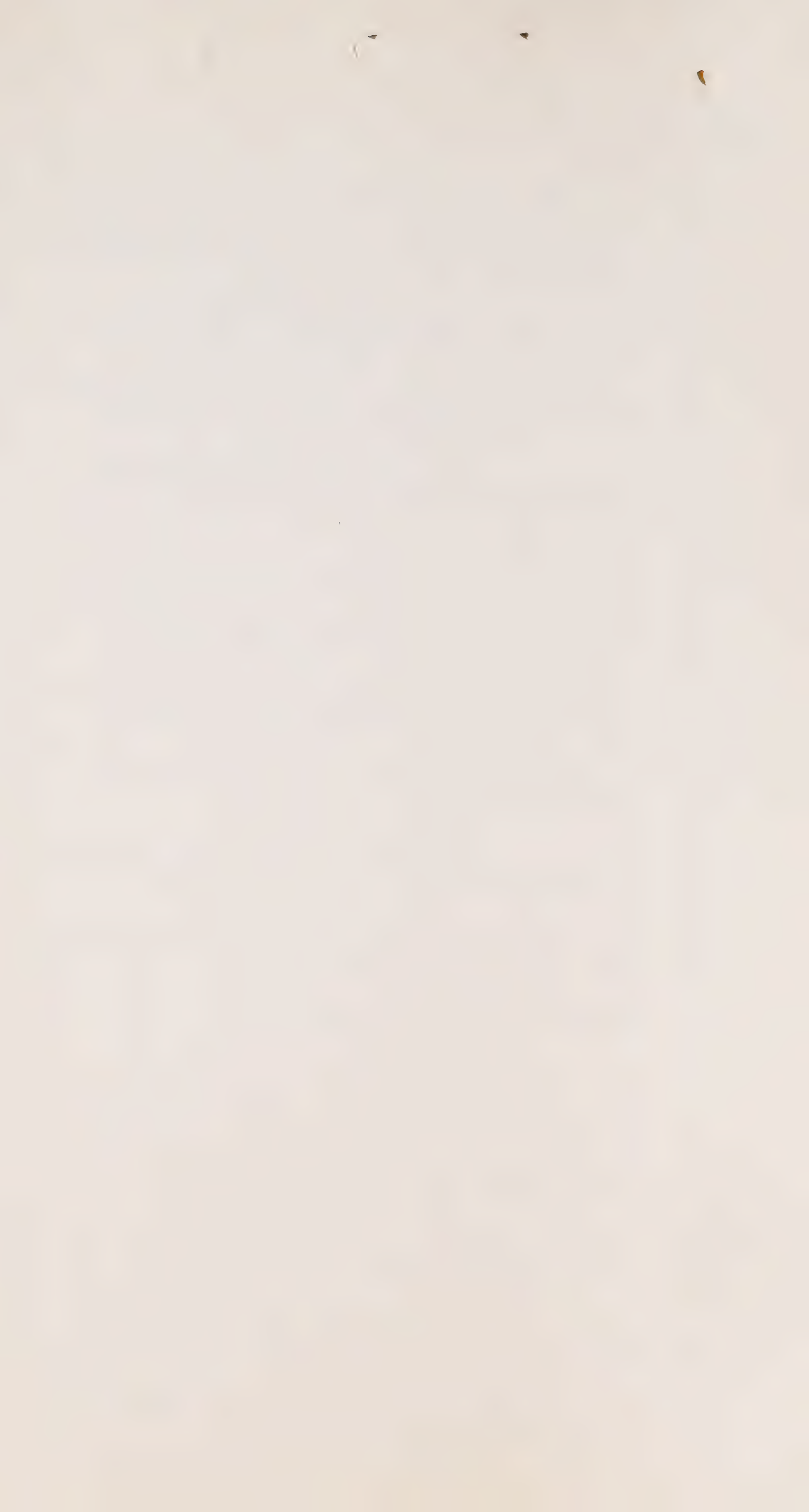
7 MR. TROWELL: In that connection  
8 does your association have any recommendations to  
9 correct that?

10 DR. FYFE: Yes, we have a recommendation  
11 right here in our brief to you people where we  
12 suggest those debts outstanding, unapproved as of  
13 the 1st of January, 1969, be treated in the same  
14 way as the deficits that were outstanding as of  
15 the 1st of January '69.

16 DR. McCARTHY: The point I would like  
17 to raise in this, when there are two factors --  
18 first of all, new debentures for deficit operating  
19 costs, you would treat that differently I assume  
20 than the non approved portions?

21 DR. FYFE: No, I wouldn't.

22 DR. McCARTHY: Well my point is, if  
23 you do that you really are in effect saying that  
24 certain boards spent more than the grant regulation  
25 would support at the time, and many other boards didn't  
26 do that, and so now the people in effect, if I could  
27 use this term, although I don't mean it that way,  
28 that were a bit extravagant in the sense of the  
29 relationship to the other boards, would then be  
30 relieved of an obligation that they had created at





1 the time that, you know, would then place the new  
2 boards in an unequitable position and speaking of the  
3 separate school board vis-a-vis other separate school  
4 boards or separate versus public.

9 5 DR. FYFE: Well the deficits  
6 accumulated January 1st, 1969 irrespective of which  
7 board it arrived at, they were treated in the same  
8 way, they were written off over a three year period,  
9 one-third each year, and I feel that the larger  
10 units of administration inherited a lot of this  
11 poor financing which was one of the reasons for  
12 setting up the larger units if you will recall, that  
13 there was poor financing by a lot of smaller boards  
14 and as a result of this other boards in the county  
15 or the districts who absorbed these people had to  
16 absorb this poor financing and this was one of  
17 the reasons for setting them up, so that is why  
18 I suggest to you in particular, the deficit  
19 financing should not be the responsibility of  
20 those people who balanced their books over the  
21 previous years and then suddenly found themselves  
22 with debentured deficit financing from some of  
23 the smaller boards in this jurisdiction and this  
24 is item number one, I think it should be treated  
25 and gotten out of <sup>the way</sup> the same way as deficits were  
26 received.

27 DR. MCCARTHY: That number five, that applies to  
28 public and separate boards.

29 DR. FYFE: That is right. Nowhere  
30 in the grant schedule do I suggest there should be





1 any different treatment for one board than the  
2 other. I think where the shoe fits, fine.

3 MR. ARSENAULT: Are you saying deficits  
4 consolidated prior to January 1st, '69 are treated  
5 the same way as deficits that were not -- I thought  
6 deficits that were consolidated through the issue  
7 of debentures are not ---

8 DR. FYFE: I am suggesting they  
9 should be. In the brief we have presented to you,  
10 not right now they are not.

11 DR. MCCARTHY: Could anybody else,  
12 other than separate school boards cover deficits  
13 by debentures prior to the increase with the larger  
14 units.

15 DR. FYFE: I don't think so.

16 DR. MCCARTHY: Only separate school  
17 boards have that flexibility, that leaway.  
18 So my point would be to lead on from this, if I am  
19 a school trustee and still have that right, and I say,  
20 well you know, we created quite a bit of debenture  
21 financing here to cover deficits, what is to prevent  
22 us from assuming that we next year can create a  
23 deficit and that sometime in the distant future  
24 we could come back and say, let's wipe that out.

25 DR. FYFE: In the recommendation I  
26 made to your committee you will see that I suggested  
27 there be no further accumulation of this type.

28 DR. MCCARTHY: I know you suggested  
29 that. I know, but the fact that you suggested it,  
30 doesn't mean that every board in Ontario is going







1 to take that as gospel.

2 DR.FYFE: Well I would suggest that  
3 people who are formulating the legislation would be  
4 wise enough when they formulate the legislation and  
5 make provision for this type of deficit, they would  
6 not allow any further deficit to accumulate. I give  
7 them credit for ---

8 DR. McCARTHY: If that were possible  
9 that would be an improvement, I think, for the  
10 future.

11 FATHER DUROCHER: We are talking about  
12 original sin here, but I don't think, no more than  
13 anyone else, that the boards who have this problem  
14 have been wise in the past, just inherited the problem,  
15 but if you put it this way I think the separate  
16 school system, as you well know, have been obliged  
17 to build at a terrific rate, rapidly expanding  
18 population and sometimes they say let's build today  
19 and find out where the money is going to come from  
20 tomorrow. I would not blame them any more for that  
21 than I would blame the public school boards today  
22 for being fearfully overbuilt, with permission and  
23 approval. I mean when you start going back, let us  
24 go back about five years, and examine the whole thing.

25 DR.McCARTHY: Well my only complaint  
26 is, two wrongs don't make a right, and you know that  
27 better than I.

28 FATHER DUROCHER: The other point,  
29 regarding the quality of education, Dr. Humphreys  
30 as you know, published his book a few years ago,





1 and how schools have changed and compared not only  
2 separate and public schools, but also urban and rural  
3 schools, and so forth, and various types of criteria.  
4 For example, the training of the teachers or years  
5 of experience or equipment available and I understand  
6 that he is just about completing his final three  
7 years which would show what the foundation plan  
8 had really done to both schools, and just for one  
9 point for example, you mentioned about supervisors  
10 a little while ago, in talking about the trustees  
11 council, he points out that the staff in the separate  
12 schools are much less supervised than those in public  
13 schools, but since they are younger staffs, they  
14 are probably doing as good work in the sense that  
15 they have got much more recent, more recent type  
16 of training, and perhaps a little bit more enthusiastic,  
17 so these things kind of balance out. We may complain  
18 we haven't got as many supervisors, but that  
19 doesn't mean the teacher is inferior.

20 DR. McCARTHY: Do you know what the  
21 total amount of the debenture operating cost  
22 deficit would be for all the separate schools? Do  
23 you have that figure at all? I have no idea what  
24 it would be. Would you even have a rough guess  
25 of what we are talking about?

26 FATHER DUROCHER: We had a seminar  
27 a few weeks ago, thirty-six boards represented about  
28 87 per cent of our total school population, probably  
29 about 90 per cent -- unfortunately it wasn't complete,  
30 but I would say representing about 90 per cent of





1 | our situation, most northern boards were missing ---  
2 |                                   a  
3 | there was about/55 million dollar extraordinary  
4 | expenditure item total of which something like 13 or  
5 | 14 million was unrecognized, so you are into a 24 per  
6 | cent to 25 per cent situation.

7 |                                   Now we do not pretend that of that  
8 | 25 per cent the entire thing is the kind of thing  
9 | that Joe is talking about, which might be some other  
10 | kind of thing.

11 |                                   DR.McCARTHY: It would be useful to  
12 | have that breakdown if possible -- if it is possible  
13 | to get it, even for the 87 per cent or 90 per cent.  
14 | That would take care of most of it anyway.

15 |                                   FATHER DUROCHER: That's right.

16 |                                   DR. FYFE: We have the statistics,  
17 | it is just a matter of picking them up.

18 |                                   MR. RONSON: You were talking before  
19 | about the two systems working together, and yet you  
20 | said very rightly that if you were going to keep the  
21 | separate school system that the reason for it being  
22 | separate has to be looked at all the time. Can you  
23 | define for us a little more carefully as to where this  
24 | line kind of is, and I know it would be difficult too,  
25 | but I think it would be helpful. For example, in  
26 | Brant county they are doing some building together,  
27 | planning together and/or they are talking about it.

28 |                                   Where do you envisage the stopping and  
29 | starting in regard to such things as shared facilities?

30 |                                   DR. FYFE: I think personalities is  
the most important. We have to retain our personnel.







1 MR. RONSON: Do you see yourself, for  
2 example, sharing schools, providing you maintain your  
3 personnel?

4 DR. FYFE: Units within the school.

5 MR. RONSON: Sort of a two-wing -- like  
6 two wings within a school?

7 DR. FYFE: That is right. Brant isn't  
8 too unique, where due to the nature of the terrain or  
9 the community, it was necessary in order for either  
10 side to survive, to have a complete unit.

11 FATHER DUROCHER: Anything -- we are  
12 having by the way a seminar on this entire subject  
13 at the present time, and there are existing situations  
14 where we have agreed to, for example, a separate  
15 school is going to be torn down, and we are going to  
16 move into the public school. We are trying ourselves --  
17 I mean it is not just a problem for public school  
18 people, we are trying ourselves to say, well what  
19 relationship is there to the actual physical space,  
20 and the identity of the school and it is pretty hard to  
21 make a -- for example, you have a building that is  
22 two storeys, two storey building, brand new building,  
23 and is it sufficient that the separate school occupy  
24 the first floor and the public school the second  
25 floor -- would that be sufficient identity where you  
26 could do what you wanted, as far as your own  
27 particular kind of education --- mind you, public  
28 school education has its own characteristics too.  
29 Most people are very concerned about, you know, are  
30 you going to have prayers in the morning, and so on





1 throughout the building. We are not praying all the  
2 time, although people sometimes think it happens. There  
3 is a question for both sides. I don't think we have  
4 got a complete entity yet.

5 DR. NOLAN: We still respect the autonomy  
6 of the individual board. They will decide  
7 for themselves how they share -- they have to regard  
8 the sharing -- inaudible ---

9 MR. RONSON: I think the key thing is  
10 the word personnel here, from what I understand of it.  
11 What you are saying is, if each group can still have  
12 their own teachers in front of their classrooms, this  
13 is by far the most important thing.

14 FATHER DUROCHER: I don't think you are  
15 talking about a classroom -- we are talking about  
16 personnel as a core. In other words, you are talking  
17 about the principal really, if you want to get right down  
18 to brass tacks, there has to be a group with some  
19 principal in charge, a unit altogether --- (inaudible)

20 THE CHAIRMAN: On page 10, you were  
21 talking about equalization, assessment factors.  
22 In your view will it be possible to get an equitable  
23 distribution of costs and grants for use of equalization  
24 factors, as are presently established.

25 DR. FYFE: I didn't quite follow your  
26 question.

27 THE CHAIRMAN: Since boards must  
28 carefully scrutinize the equalization factor, --  
29 municipal affairs -- well if these factors as far as  
30 education is concerned, is set by the department of





1 education, now do you think this system as it is  
2 presently established will enable us to have an equitable  
3 distribution of costs, grants.

4 DR. FYFE: Well these are determined  
5 -- the way I look at it, these equalization factors  
6 as far as local assessment is concerned, are set by  
7 politicians and I think that they can make the factors  
8 variable enough that they can affect the cost of  
9 education from year to year by changing the factors,  
10 and certainly the amount of money that would have to  
11 come to the boards through grants can be varied  
12 by changing the assessment factor. This is a  
13 simple factor of the result of the grant schedule  
14 as it is presently set up and by lowering your  
15 equalized factor as far as a municipality is  
16 concerned it will affect the money coming to the  
17 board through the grant regulations, and I think this  
18 is a point that the boards must watch. I will give  
19 you an example. In the early 60's, Mr. Roberts was  
20 prime minister of the province, and it was a lean  
21 year for education and the grants were changed in  
22 such a way that no board received less than they  
23 had the previous year, and no board received much  
24 of an increase, just by changing the factors that  
25 was involved in that particular grant regulation,  
26 so in pointing out these various factors that  
27 affect the grant regulations, and bringing this to the  
28 attention of you people, that the government by  
29 changing the factor, equalize assessment across  
30 the province, can effectively stall the amount of









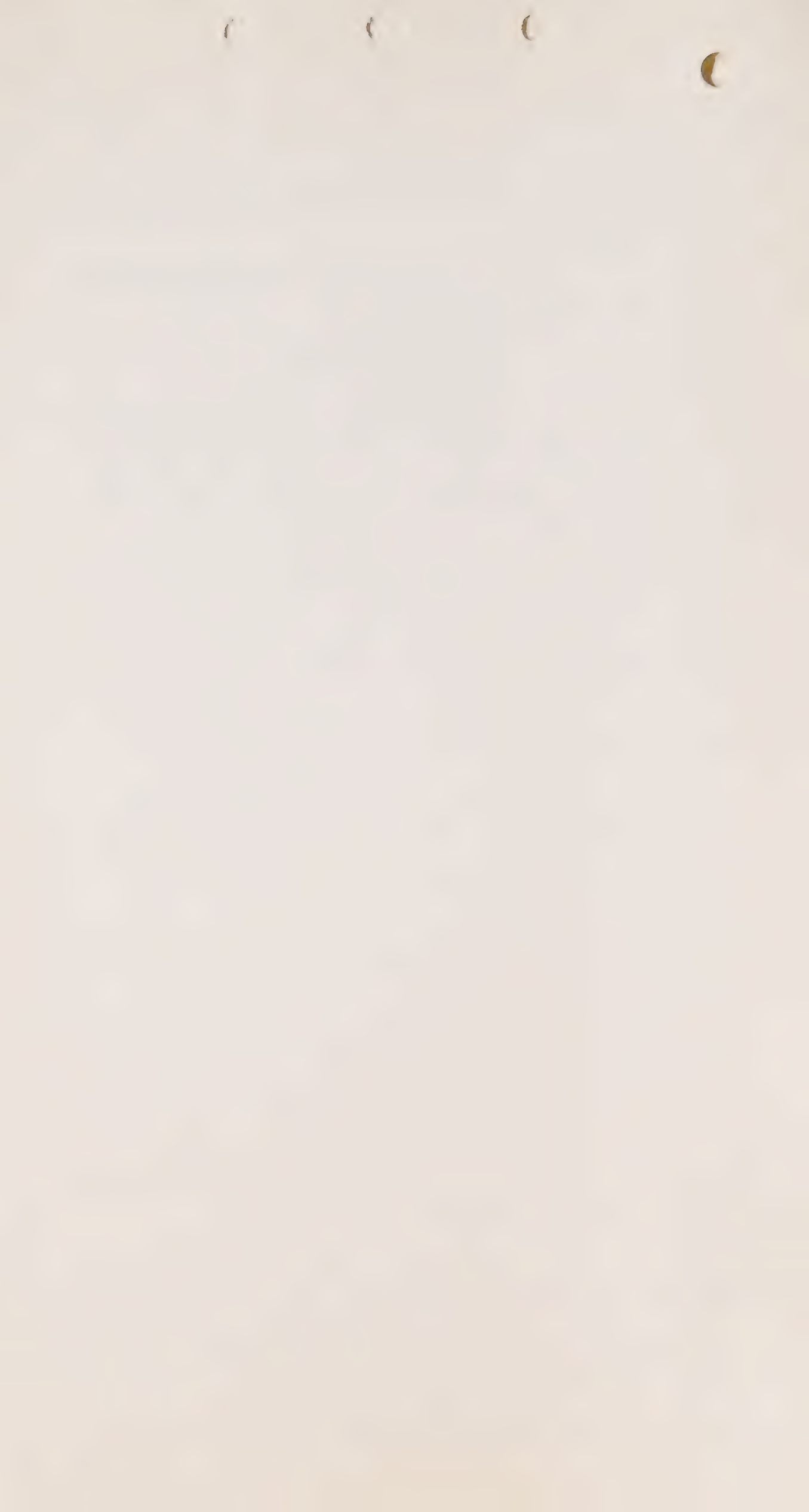
1 money that they were going to put into the pot for  
2 grants.

3 THE CHAIRMAN: Is this an equitable  
4 aspect between boards?

5 DR. FYFE: Oh yes.

6 DR. McCARTHY: I think there is another  
7 factor here. You say factors are set by politicians.  
8 The grant regulations are developed in that context,  
9 but the factor, the equalizing factor is based on,  
10 first of all you have all the inequities that comes  
11 from municipal jurisdiction, in original  
12 assessment and then the attempt to equalize it is  
13 a pretty complicated formula, that I don't think  
14 the politicians get involved very much. It is a  
15 matter of taking a number of sales that occurred  
16 in municipalities and so on, and using these as the  
17 basis for deciding how you could equalize them. I  
18 think the chairman's question really was, will you  
19 ever be able on the basis of assessment and equalizing  
20 factors to get a truly equitable method for distribution  
21 of grants or the allocation of the local portions  
22 among jurisdictions under that system, because all of  
23 us recognize that those sales are not really  
24 a very good criteria -- criterion -- for determining  
25 what the factor ought to be.

26 DR. FYFE: But a compensatory factor  
27 as a result of that, when the board or when the  
28 politicians, treasury board or granting board or  
29 department of education is determining what is the  
30 equalized assessment per pupil across the province on





1 which to base the grants, in other words the 48,500  
2 dollar figure this year, as that improves or goes up  
3 as a result of sales across the province, then the  
4 position of the board improves, because the fact it  
5 went from 44,000 to 48,500 from '71 to '72, that  
6 particular factor speaks on the side of the board  
7 and I mention that in the brief as well, that as the  
8 sales affect that, it would tend to compensate for  
9 what you mentioned earlier, that the sales might be  
10 out of line and a little high, but the government  
11 takes that factor into consideration when determining  
12 what is the average equalized assessment per pupil  
13 across the province . So there are counterbalancing  
14 effects. They drop the local assessment factor  
15 which will adversely affect the boards, while on the  
16 other hand if the amount of sales intrégates across the  
17 province, equalized assessment per pupil goes up,  
18 then the boards are in a better position as far as their  
19 grants are concerned.

20 DR. McCARTHY: If you take a position  
21 like the reassessment we are involved in now, and  
22 the stated policy of implementing market value assessment  
23 in 1975, I have used an example, -- my house was not  
24 assessed for 15 years, the taxes went up, but it stayed  
25 the same assessment, but they reassessed last year  
26 and I don't know the outcome of that, but it will  
27 be implemented in '75. Now the newspapers this  
28 year said my house went up \$345 in January of '72,  
29 now I am just glad that they reassessed my place last  
30 summer rather than just before they moved into the





1 new implementation. If they were going to be  
2 equitable they would have to put a factor on my house  
3 again, but how do you do that with all the houses up  
4 and down, in a place like Metro. My point will be  
5 you will never. You will never keep up with market  
6 value.

7 DR. FYFE: You will never catch up  
8 exactly to market value, but on the other hand you  
9 can become more current.

10 DR. McCARTHY: Yes, but all you do then  
11 is improve the imperfection of the pattern.

12 DR. FYFE: I think the pattern --  
13 the point is, if they ever get legalized assessment  
14 across the whole province, and everybody is judged  
15 on the same value, so to speak, then perhaps the  
16 formula would be ideal, as far as the basis for  
17 determining grants was concerned. Certainly there  
18 will be local variations. The problem is when you  
19 have a reassessment and I have seen it three or four  
20 times now, that the local mill rate does not vary  
21 inversely as your assessment goes up, which it should.  
22 If your assessment goes up, and you were to keep the  
23 same number of dollars or get the same number of dollars  
24 out of your property, the levy should be dropped  
25 but as is the case with human beings, each time the  
26 assessment department goes up they take a little  
27 advantage and don't give you back some of the levy  
28 which you are entitled to, but I think unless the  
29 province takes over completely one hundred per cent  
30 control of education financing, that you don't have









1 a better method of spreading the cost around other  
2 than the other suggestion that we made, in our brief to  
3 you, take the corporation assessment out of local  
4 politicians' hands and distribute it to the grants  
5 formula.

6 DR. McCARTHY: What about the other  
7 alternative -- the 100 per cent?

8 DR. FYFE: I am opposed to it. I feel  
9 if the government wishes to finance 100 per cent then  
10 they may as well control 100 per cent and get rid  
11 of their trustees.

12 THE CHAIRMAN: Gentlemen, you made the  
13 recommendation that corporation ~~taxes~~ be paid to the  
14 province. Have the form organizations that have  
15 been included, the labour organizations, I think all  
16 feel that there should be no tax on property at all,  
17 and the money should be raised through income, through  
18 the income tax. What is your position? How do you  
19 feel about that?

20 DR. FYFE: My own personal opinion is  
21 there should be some local levy on property for  
22 education that would give the electorate a voice in  
23 choosing their trustees, and making the trustees  
24 responsible to the people, and I think that using  
25 property tax -- I feel using the residential portion of  
26 the assessment for a portion of the educational tax,  
27 is good. The farm people, I sympathise with them,  
28 I feel that part of their holdings are commercial  
29 rather than residential, yet they are paying taxes.

30 FATHER DUROCHER: He speaks as a farmer





1 here too. He has got a farm.

2 THE CHAIRMAN: A completely unbiased  
3 viewpoint.

4 DR. FYFE: I wear two hats, farmer  
5 and professional, so I see both sides of the question.  
6 I think the farm property per se should not be  
7 assessed the same value as the residence in the  
8 amount of property that one reasonably assumes is  
9 necessary on which to base -- I think -- (inaudible)

10 THE CHAIRMAN: Gentlemen, on page  
11 11 you recommended an increase of 7.6 at the elementary  
12 level, instead of 5.9 per cent. How did you arrive  
13 at the additional 1.7 per cent?

14 DR. NOLAN: It amounts to a ten dollar  
15 increase over the thirty dollar increase.

16 THE CHAIRMAN: How did you arrive at  
17 forty dollars?

18 DR. FYFE: I arrived at that by looking  
19 at the percentage increase and noted the difficulty  
20 boards were having in balancing their budgets, with  
21 the 9.1 per cent increase in '72 over '71, and fore-  
22 seeing the change in teachers' salaries that will  
23 be necessary as a result of increased qualifications  
24 in 1972 and '73, I felt that at least the 7.6  
25 per cent increase or 7.5 per cent increase was necessary  
26 in setting up our budget for this year we found it  
27 very difficult in the Sudbury board, and the other  
28 boards to whom I have spoken, across the province,  
29 to settle this year, their budgets in the 9.1 per cent  
30 increase, which came in over 1971.





1 As a matter of fact, I suggest the  
2 majority of boards across the province have not settled  
3 their teachers' salaries for '71-'72, and as a result  
4 of this I felt that the 5.9 increase in 1973  
5 was not at all justifiable in the light of existing  
6 conditions. Furthermore one other point is the  
7 fact that at the elementary level at the present  
8 time, the elementary costs set out 54 per cent of the  
9 secondary costs, I feel that this is a low figure  
10 in light of the increased qualifications that are  
11 being required for elementary teachers and that  
12 we should gradually approach at least a 66 per cent  
13 level on operating expenses for elementary people  
14 in comparison to our secondary people.

15 MR. KEER: Dr. Nolan, and Father  
16 Durocher, you have expressed the opinion that your  
17 association would favour cooperation within a building,  
18 possibly to the extent of one group being on the  
19 first floor and another group on the second floor.  
20 You have also expressed the opinion that you wish the  
21 instructional staff to be separate, that you wish the  
22 principal or vice-principal to also be separate, which  
23 position we fully appreciate, would your association  
24 be -- look favourably on athletic cooperation, a common  
25 athletic instruction staff, and cooperation in school  
26 teams -- if the two groups are living in the same  
27 building?

28 DR. NOLAN: Personally I would subscribe  
29 to that fact, because in the rural districts the  
30







1 field days are held at the same time and competition  
2 between public and separate ---

3 DR. MANCINI: I think you are assuming  
4 something we did not say. I wish you to state that  
5 again about the sharing the same building, the two  
6 floors, etcetera. It could be possible, but did I  
7 get your question wrong?

8 MR. KERR: I feel this position was  
9 taken that you would be agreeable for the sake of  
10 economy in some districts if a building were shared  
11 one way or even a first floor and a second floor.

12 MR. McCABE: I think sir, using the  
13 illustration of Firgrove, the first and second floor,  
14 this type of thing, it is not a cart blanc statement.  
15 It was an illustration of a specific ----

16 MR. KERR: I appreciate that.

17 FATHER DUROCHER: I thought you  
18 understood that. It is just an example that we  
19 are very far from -- I would even say using the word  
20 'favour'. I think in a very different situation  
21 where we almost have to have one building or a building  
22 that has wings or something.

23 MR. KERR: A better word would be is  
24 'accept.'

25 FATHER DUROCHER: Yes, I think that is  
26 a better word. Actually I think the legal word is  
27 'agree', but we are certainly not -- I wouldn't say  
28 promoting it. We definitely consider that a  
29 separate school is almost in the minds of the people  
30 in the minds of very many of our trustees, parents,





1 of many of the educators, a separate school requires  
2 a distinct, physically distinct building, so that  
3 would be the rule. The exception would be these  
4 circumstances, small places, or subdivisions where  
5 you get into a hazzle, something of this kind, well  
6 then we will say what can we do to kind of solve  
7 this kind of problem, and this is the example I  
8 gave.

9 MR. KERR: Under such circumstances,  
10 would you then look with favour on athletic cooperation?

11 FATHER DUROCHER: Personally I hate  
12 to see stories in the press about the parish school  
13 track and field day - - for example, as contrasted  
14 or distinct from the public school field day. I don't  
15 know why there have to be two distinct leagues.  
16 I imagine that they could have a team, if there is a  
17 school called Firgrove School or Saint Firgrove School,  
18 there might be a team that represents the school,  
19 and they might swim together, I don't know-- I mean  
20 boys together, girls together, but I think this would  
21 be worth -- it would depend a lot on the community.  
22 I am sure in the public school point of view this  
23 is not going to work in some places. Anything of this  
24 kind is not going to work at all. We had a woman  
25 say to us, do you have a cross on the school, don't  
26 you. I wouldn't mind that. But she said you don't  
27 mean the cross with the figure on it, do you. So we  
28 said well sure, we call that the crucifix, and she said  
29 oh I would never stand for that. So when you get  
30 down to brass tacks, your inter-community situation



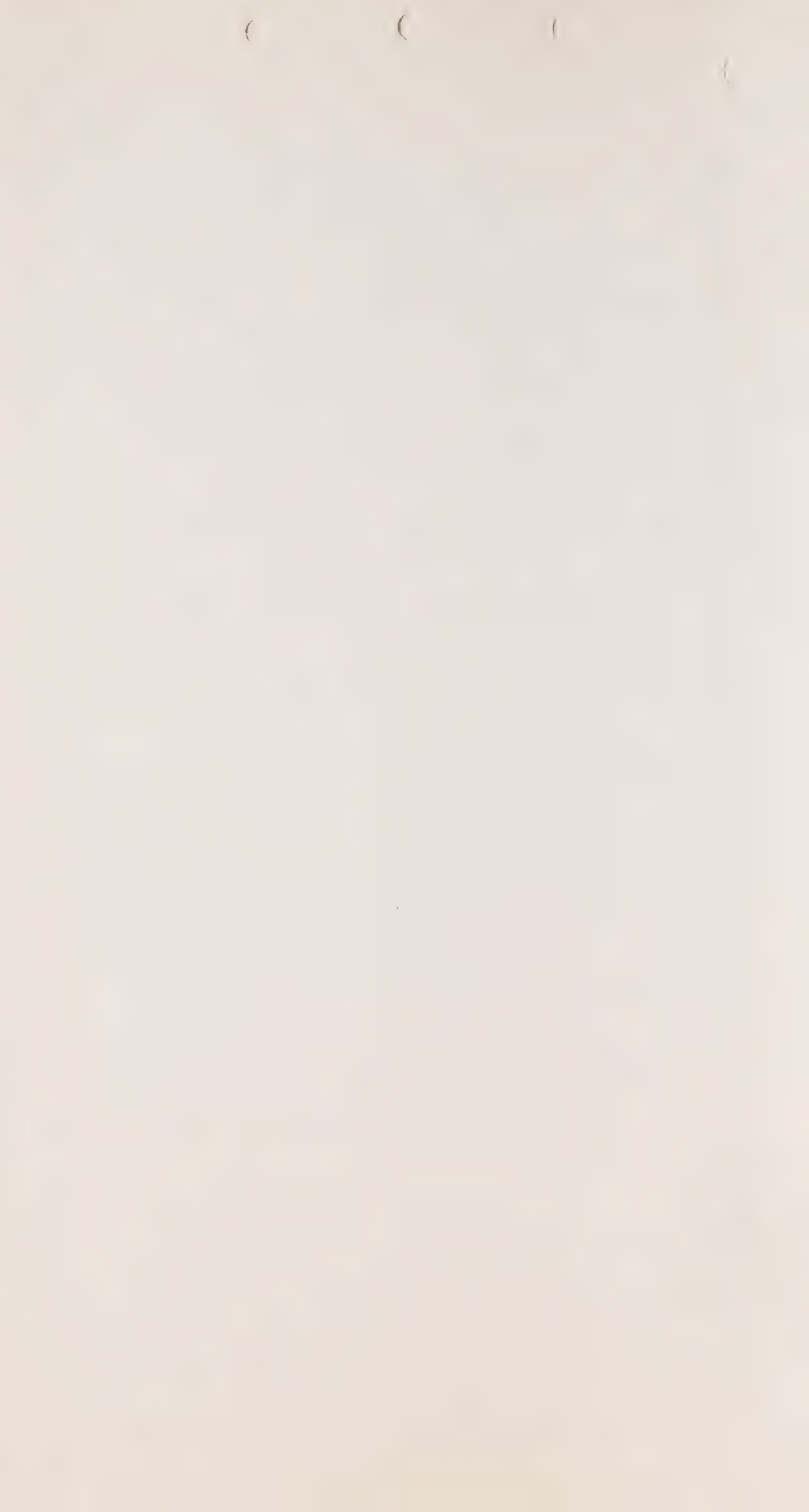


1 some people, public or separate never share.

2 Now, in some other places it might be  
3 different, a different spirit, but we don't know,  
4 actually, the positive answer, but as a rule,  
5 our people identify the separate school as a distinct  
6 building, with its own principal and everything in  
7 it run by itself, and I think the public school  
8 people pretty well think of their schools in that  
9 way too, and we both work towards something.

10 MR. ASSEFF: To answer specifically,  
11 we are not in a position to give you an answer in the  
12 association. Very specifically is that tomorrow  
13 we have all the superintendents and all our chairmen of  
14 boards coming in to Toronto for a whole day to  
15 discuss different aspects of possibilities of sharing,  
16 and cooperation and inter board cooperation and so on.  
17 We are spending a whole day tomorrow, so that fellows  
18 from Brantford, they can come in and tell us what they  
19 are doing, what is going on in Brantford, Fingrove,  
20 so we can arrive at  
21 Hamilton, a consensus as to just what we will  
22 accept and which we will not, and how far we are  
23 prepared to go, so to say are we in a position as an  
24 association to give a definite viewpoint, maybe it is  
25 one day early.

26 DR. MANCINI: Mr. Chairman, I am sure  
27 the public school people feel exactly the same way  
28 about this inter-board cooperation. It must be  
29 mutually beneficial, otherwise there is no use in  
30 cooperating at all, and as far as athletic endeavours  
are concerned, I think -- I am sure that the Argos for







1 instance, have a few catholic players -- I think Cahill  
2 is an Orangeman by way of catholicism, but I don't know --  
3 but just cooperation there. But really I think  
4 -- as far as we have been able to make out anyway, in  
5 regards to inter-board cooperation, there can't be  
6 any cooperation at all on any basis unless you  
7 mutually agree to share and cooperate on an equal  
8 basis, not in numbers, but an equal basis per se,  
9 so we find that it is no use asking a separate  
10 school system to share a couple of classrooms in a  
11 total building, we are going to be immersed -- you know  
12 and lose your identity, as I said earlier, I think it  
13 is a very real problem with us, and furthermore I  
14 am positive that the public school trustee, for  
15 instance, doesn't want to give up his school in a  
16 certain area, where perhaps the separate school system  
17 might need a school there without looking into it, you  
18 know, quite intently, and coming up with, I hope, a  
19 mutually satisfactory agreement, because I think  
20 if you want to know specifically we are trying to do  
21 something like that in Wentworth county, in the  
22 Hamilton board, and I would say to you it is very  
23 difficult -- it is very difficult to come up with  
24 a suitable solution in regard to inter-board cooperation  
25 and we have been told by the department if that  
26 agreement is not forthcoming on a mutual basis,  
27 then neither board has to accept.

28 MR. ASSEFF: One other thing, as you know  
29 all our separate school boards at elementary level  
30 educate the French pupils, at the elementary level, the





11 1 majority of them.

2 Our French trustees, separate school  
3 trustees, if there are two classrooms, maybe Mr. Arsenault  
4 may be able to express the viewpoint on this, but if  
5 the Sudbury separate school board needs two or three  
6 classrooms for the bilingual or French pupils and  
7 there are three empty classrooms, in an English  
8 public elementary school in Sudbury, are the French  
9 trustees prepared to utilize their French pupils in  
10 these three classrooms in another environment and  
11 most of these pupils at the elementary level are  
12 under Separate school boards, and this is something  
13 also that not very many people are thinking about,  
14 so there are many, many problems dealing with  
15 sharing. Maybe a ratepayer, whether he is catholic  
16 or non-catholic in the public school system maybe a  
17 rate payer can bring a public school board or separate  
18 school board to task for maybe taking something away  
19 from them -- I do not know. These are a lot of  
20 questions.

21 MR. ARSENAULT: On page 13, item B,  
22 regarding the ability of some school boards unable to  
23 qualify for the French language weighting factor ---

24 DR. FYFE: Not many people are clear,  
25 including myself, but the point is, if a board because  
26 of limitations cannot reach an expenditure level that  
27 will allow them to utilize the French language  
28 weighting factor then whether they give the  
29 instruction or not -- are they eligible for the  
30 weighting factor. It goes above the ceiling that





1 has been imposed on them by the current grant  
2 regulations and they just can't receive the grant.

3 MR. ARSENAULT: They cannot expend the  
4 money.

5 DR. FYFE: Yes, in other words, as an  
6 example, 1972 as opposed to 1971, a board -- its  
7 operating grant ceiling went up sixty dollars times its  
8 grant /weighting factor, so if a board was five hundred  
9 dollars in 1971, they would only be allowed to go to  
10 five hundred and sixty dollars which -- due to this  
11 factor -- which might be not close enough anyway to  
12 the ceiling to allow it to reach 595, so that the  
13 board, while it might be giving the program, would  
14 have to not be eligible for that. It was the ceilings --  
15 we pointed this out, it was the limit on amounts that  
16 aboard could increase its ceilings from the previous  
17 year, that have been quite damaging to a lot of  
18 separate schools. They could not go to the ceilings  
19 that had been set for the current year by the  
20 department because of the fact that they had spent  
21 so little the previous year, or the previous two years,  
22 and this held them back from reaching the current  
23 ceiling and our statistics show that 50 per cent of  
24 the boards in 1971, about 33 per cent of the boards in  
25 '72 were unable to reach grantable operating ceiling  
26 of 595, /the grant weighting factor in '72.

27 MR. ARSENAULT: Well, you know, some  
28 boards do not even spend ---

29 DR. FYFE: The amount was available to  
30 them and that was for different reasons. One which







1 I pointed out to you earlier that were using their  
2 mill rate to pay off unrecognized debts and therefore  
3 they could not use the mill rate to reach -- to generate  
4 more cash to reach the operating level, or secondly  
5 they had to be competing -- they happened to be  
6 competing with a board that had a low mill rate  
7 and in order to remain competitive they had to keep  
8 their mill rate low and therefore could not also get  
9 to the ceiling, grantable ceiling of 595 for 1972.

10 So there were the two factors there.

11 FATHER DUROCHER: I would like to go  
12 back to that question of space a little bit again.  
13 I don't think that we realize in general how that  
14 -- how vast this subject is. I know the department  
15 published an article in the new dimensions, sort of  
16 outlining the superfluous space in the public system  
17 and more or less suggesting this space had to be  
18 used, but on close checking we find out for example,  
19 that there is a presumption that the present proportion  
20 of public and separate school pupils is going to be  
21 about the same.

22 Now this is a presumption but I don't  
23 think anybody in the church would accept. First of all,  
24 because we have not got the 1971 statistics for  
25 religious affiliation. All we are working with is  
26 1961, and I have seen some figures recently about the  
27 comparative size of the protestant and the catholic  
28 families in Metro Toronto, that would make your hair  
29 stand on end. It just means that there are a  
30 tremendous number of catholic children just ready to





1 burst into the school system. Now they have not been  
2 considered too much yet. The other thing is the  
3 separate school system as you know quite well is an  
4 optional system, and much to our surprise we find  
5 increasing places where the people -- let us say  
6 were dissatisfied with the public school system,  
7 are now beginning to show some signs of hesitancy,  
8 moral point of view, things of this kind, we are  
9 getting petitions for the starting of a separate  
10 school in towns which have always been served by the  
11 public schools, and this is no basic purpose, issuing  
12 any instructions, it just seems to be part of the  
13 modern trend, maybe a little bit different or speak  
14 up for something, they want, and could not get before --  
15 there could be a rather large shift from the public  
16 school system to the separate school system, by the  
17 option of the parents, and this is going to bring up  
18 the more crucial question -- I think Mr. Asseff  
19 referred to -- and Dr. Mancini -- is the department  
20 or the Minister or boards of education, are they  
21 going to be so concerned about the cost and the  
22 saving of cost that they will be able or willing to  
23 hand over total public school buildings. This is  
24 what is coming up in the future, not just necessarily  
25 in the building now. There is going to be some  
26 places, such as in large districts, the increase  
27 in the perspective school population -- this problem  
28 will have to be faced. That is why we are proceeding  
29 a little slowly because there are very grave  
30 implications.





1 Right now, nobody knows the answer,  
2 either as to our attitude, even if they say statistically  
3 I don't think anybody could really put up a case and  
4 say this has to be this. We will not know for years.

5 THE CHAIRMAN: After this meeting  
6 tomorrow, will you be in a position to give a paper  
7 or ---

8 DR. NOLAN: We hope to get a consensus  
9 and something that will develop, definite guidelines  
10 which will be distributed.

11 THE CHAIRMAN: Would you make that  
12 available to us?

13 DR. NOLAN: Yes. Our legal advisor  
14 will draw up an agreement that is acceptable, and  
15 this will be available.

16 THE CHAIRMAN: I think we have exhausted  
17 questions here, although there are many more we would  
18 like to throw at you. However, just one short one.  
19 The Hall-Dennis report made a strong recommendation  
20 to minimize the difference between children -- it is  
21 damnedably difficult to do that with adults.  
22 We have gotten to the point where it is difficult to  
23 change us, but what can we do, perhaps with our two  
24 systems to minimize some of the differences between  
25 children. I am just leaving the thought with you.  
26 I am not asking for an answer.

27 FATHER DUROCHER: The way people are  
28 -- people in our schools are concerned that we  
29 are too much like the public schools. That may be  
30 a thought. I do not know.







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THE CHAIRMAN: Well we will not  
make any comment on that.

Thank you very much gentlemen, for  
being here and your fine brief. You have been most  
helpful.

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Toronto, Ontario

88

1 BRIEF NO. 51

2 THE ONTARIO ASSOCIATION OF SCHOOL BUSINESS OFFICIALS

3 THE CHAIRMAN: Would you introduce the  
4 gentlemen with you, and if you have anything to add  
5 to your brief please do so, and then we will start  
6 throwing questions at you. We have all read your  
7 brief.

8 MR. CHAPMAN: Mr. Chairman, just very  
9 briefly, I am Jim Chapman, of Lincoln County,  
10 president of the Ontario Association of School Business  
11 Officials. On my left, Pablo Machetzki, Waterloo  
12 County, president elect of the association. On my  
13 right, Grant Boyce, of the Sudbury Board of Education.  
14 Grant is a past director of our association and really  
15 is the member of the association responsible for  
16 compiling this brief, and in just one moment, to say  
17 if you have the majority of your questions we might  
18 be directing them to Grant, more for the simple  
19 reason that he is perhaps more familiar with the  
20 contents and the intent of the brief than either  
21 Pablo or myself are.

22 The outline of the association as stated,  
23 at the beginning of our brief, I think in fairness  
24 I should correct perhaps one item. We would like to  
25 have a membership of 600, but we are only running  
26 about 425 at the present time.

27 The brief as stated here, has been  
28 prepared by the executive after inviting suggestions  
29 from the membership. In short this group has really  
30 compiled the key thoughts of the members of our







1 association rather than the association as such  
2 putting together a comprehensive brief.

3 I think, Mr. Chairman, just with those  
4 very brief remarks, I will stop there.

5 THE CHAIRMAN: We might start off by  
6 asking then, you say you favour the principle of  
7 total spending rather than provincial control of  
8 salaries and detail.

9 Do you feel that the continued use of  
10 the total spending ceilings is necessary?

11 MR. BOYCE: I think in the present  
12 situation that we are faced with, ceilings are the  
13 lesser of two evils. It is obvious that<sup>if</sup> the cost  
14 of education had not been curtailed and it was not  
15 happening under the present arrangement, so that  
16 we see ceilings as being necessary. I think in long  
17 term there is a tendency to think of the senior  
18 government spending or paying a higher and higher  
19 percentage of the cost and with the higher percentage  
20 of cost obviously the control. This is an obvious  
21 result. So I rather think that ceilings will be  
22 with us for a long time.

23 THE CHAIRMAN: Do you think it is  
24 desirable that they should be?

25 MR. BOYCE: I do not see any other  
26 alternative.

27 MR. ARSENAULT: Do you think expenditure  
28 ceiling is more effective than grant ceilings, if you  
29 had your choice?

30 MR. BOYCE: I think there are so many





1 differences in the ability of boards to provide  
2 finances that grant ceilings as such really did not  
3 tend to equalize opportunity. Boards with a very  
4 high assessment were able to spend --

5 MR. ARSENAULT: Let us say you could  
6 continue with a limit, of a pay grant up to 595,  
7 would spend -- would keep the increase open?

8 MR. BOYCE: Basically that is the system  
9 we have in Ontario for many many years, and we came  
10 to the conclusion I think most of us, that it just  
11 was not working to control the cost of education.  
12 The tendency was to place the increased money available  
13 under a higher grant scheme into program, rather than  
14 to give any relief to the local taxpayer, which I  
15 think people were demanding that that would happen.

16 MR. TROWELL: You touched briefly on  
17 the increase in participation by government in  
18 financing. In some way this was going to remove  
19 autonomy or control for a say in what happens. Is  
20 that really a fear inasmuch as it is already at 60 per  
21 cent. What is the difference between going from  
22 60 to 100, and leaving it at 60?

23 MR. MACHETZKI: I would only react to  
24 that in that I am not as much sure as it is a fear  
25 as if it would not be a natural conclusion if the  
26 government were paying 100 per cent of the cost to  
27 want to begin to give very very definite indications  
28 more so than presently about how that money should  
29 be spent. I think too, on the other side, as long as  
30



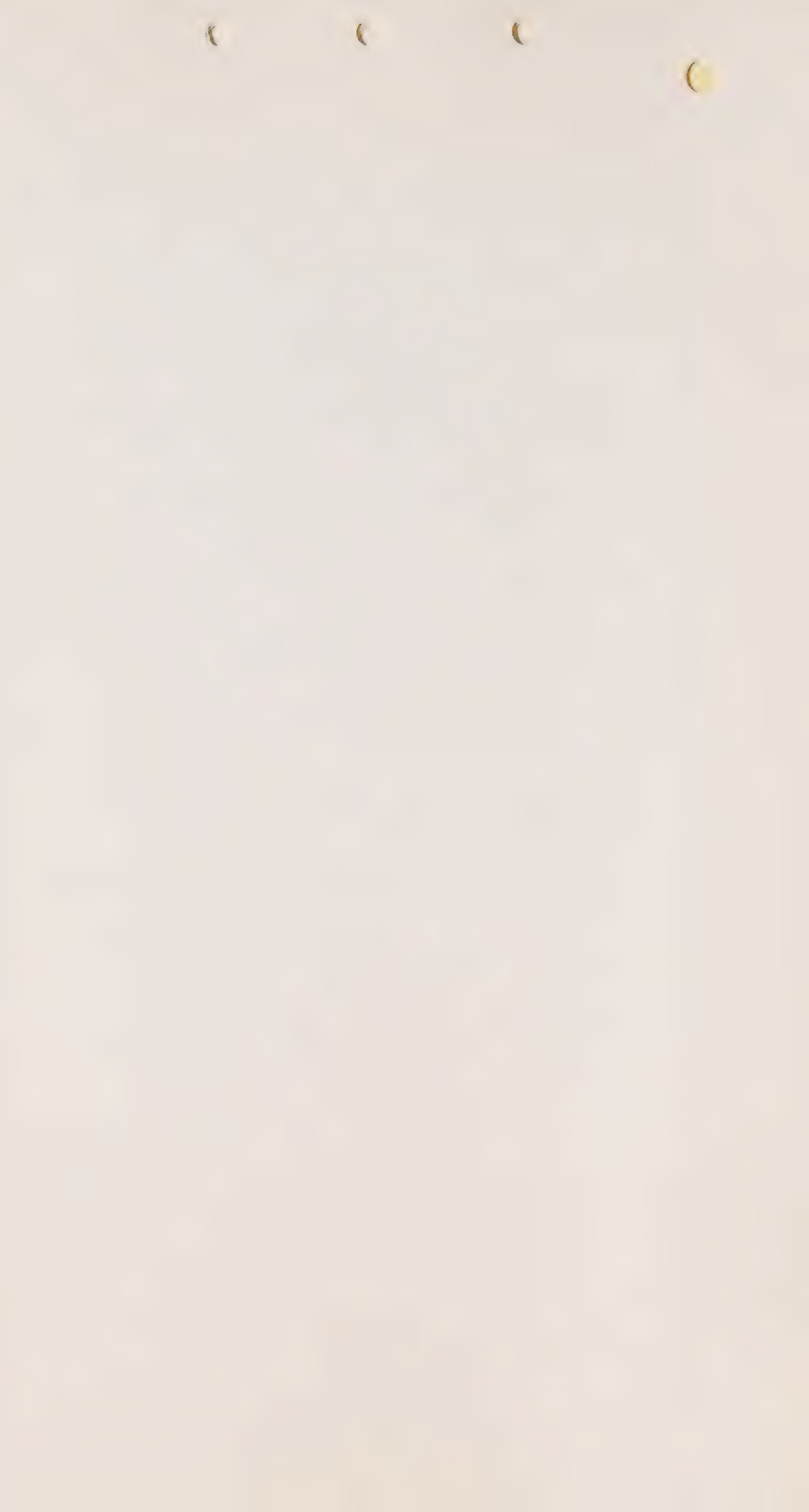


1 the municipalities are responsible for that 30 to 50 per  
2 cent, there is still some measure of local control  
3 which would permit boards to react to particular  
4 situations that are unique to their special areas.

5 MR. BOYCE: I think we could use an  
6 example in the present context. For example, trans-  
7 portation is at the second level grant, which is  
8 really now the marginal decision that the board  
9 faces are being financed to the extent that 95 per  
10 cent and boards just do not become concerned about  
11 the efficiency of service when the level of expenditure  
12 of participation by the senior government is that  
13 high, rather than, you know, provides with every  
14 efficiency that you bring in, there will be some  
15 inconvenience but rather than putting up with the  
16 inconvenience we go ahead and spend the money.  
17 I think our community colleges, the federal provincial  
18 agreement for the provision of vocational schools  
19 are all good examples of what happens when the senior  
20 governments pay all or very large part of the cost.  
21 I think we are not nearly as efficient as when the  
22 local -- there is local participation.

23 DR. MCCARTHY: Would that not have been  
24 equally applicable to school boards or at least until  
25 you got ceilings? Your percentage was much lower  
26 than the colleges and so on, up until recently, but  
27 what exercise, responsibility, do you suggest they would  
28 under those circumstances ---

29 MR. BOYCE: I would suggest we were  
30 more responsible as boards in the area where we were







1 participating at a higher level of contributions. In  
2 other words we acted more responsibly under ordinary  
3 expenditure where we were contributing, say, 60 per  
4 cent, <sup>where</sup> then on an extraordinary expenditure/we were  
5 contributing almost nothing. You know, it got to be  
6 a game of how much you could get from senior government.  
7 I think even in Ontario it got to be a game of how  
8 much of the federal provincial money can we spend  
9 in Ontario. Because, you know, if you did not do this,  
10 you were depriving the local ratepayers of not only  
11 the facilities, but also the jobs that this creates  
12 and that kind of thing.

13 MR. RONSON: I have a comment and  
14 then a question.

15 The comment is, that my own personal  
16 view about the local taxes and whether it should be all  
17 provincial or not, is that local taxes are not hidden  
18 taxes. This is the major difference, it seems to  
19 me, and we wouldn't at the present time have to fuss  
20 about the cost of education if the people realized  
21 what the costs were, because local taxes -- they do  
22 realize what the costs are, even if it is only 10 per  
23 cent or 5 per cent or something, they realize it is  
24 going up, but the question I have is concerning  
25 such things as transportation approvals which you have  
26 as your number two here. Is there an opportunity for  
27 a great deal of savings -- and this is just an  
28 example, in transportation for instance where instead  
29 of auditing people every year by having them sending  
30 all this information and giving an exact amount, where

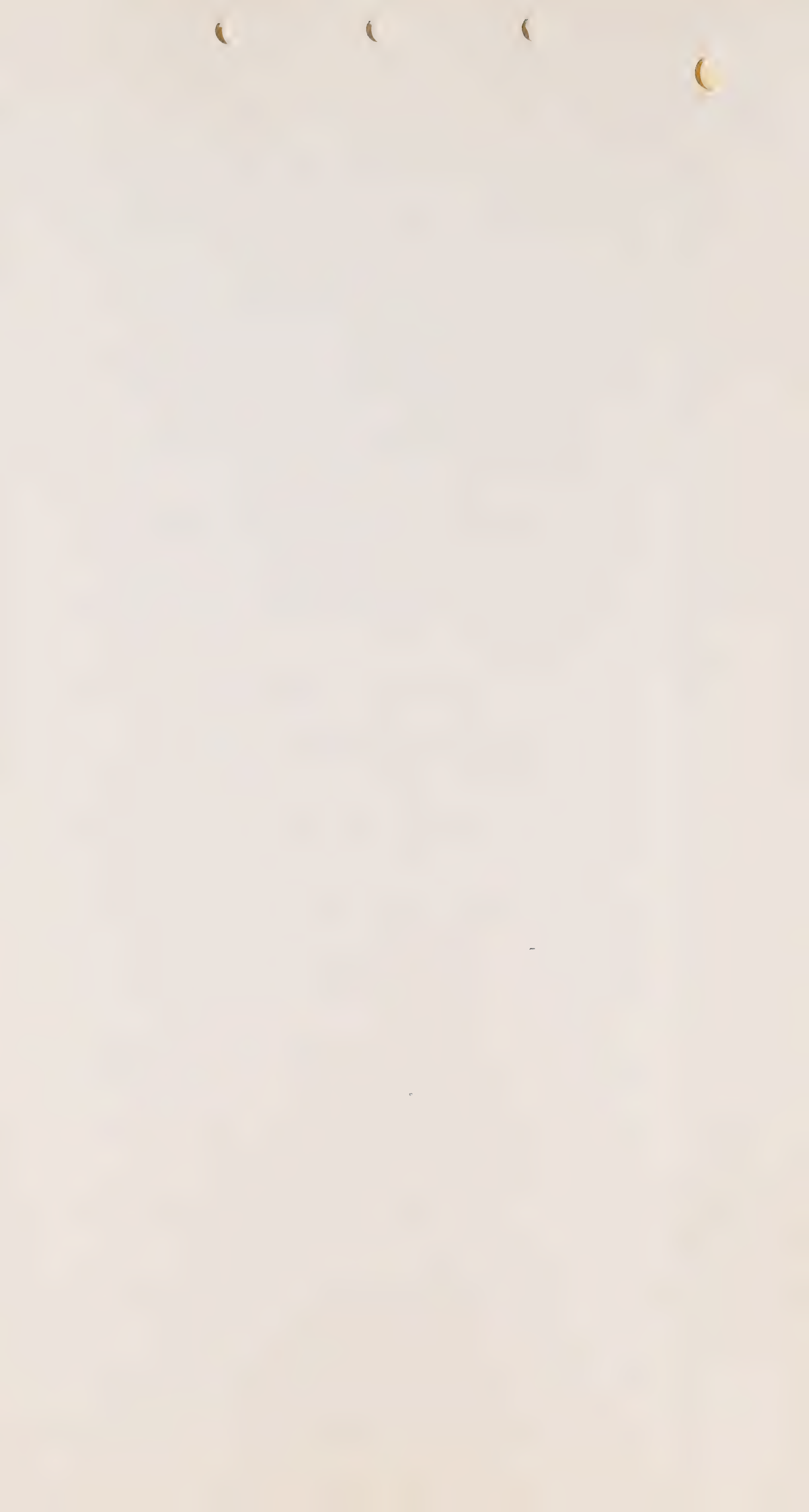




1 | you could depend upon the local system to ask for  
2 | a certain amount because this is the amount that the  
3 | whole audit system will come up with, if it was  
4 | audited. In other words, just going along and  
5 | saying we will do a spot audit from time to time,  
6 | because these are government funds and is that  
7 | possible in a place like transportation or is it  
8 | impossible in many other areas, where we go through  
9 | a lot of paper work to prove the exact amount of  
10 | money that is owing rather than just a spot audit  
11 | to make sure that things are being done properly from  
12 | time to time?

13 |                   MR. BOYCE: I think that is possible.  
14 | I would suggest other alternatives though. The  
15 | business of perhaps assessing the transportation needs  
16 | of a district by people well versed in the question  
17 | of transportation and providing a bulk sum of money  
18 | to meet the needs, rather than -- for instance, the  
19 | present system which is proposed, which is related  
20 | to the number of vehicles that a board uses -- what  
21 | I am saying -- I think we suggest here that people  
22 | who are well versed in the matter of transportation  
23 | should assist in the process rather than it being a  
24 | clerical function as it tends to be now.

25 |                   MR. RONSON: What I am trying to do  
26 | here now is generalize about this whole idea about  
27 | you as business administrators, do you see savings  
28 | whereby instead of being so exact year after year  
29 | and justifying the grants, whereby the administrator  
30 | with the board could say these are the grants that are

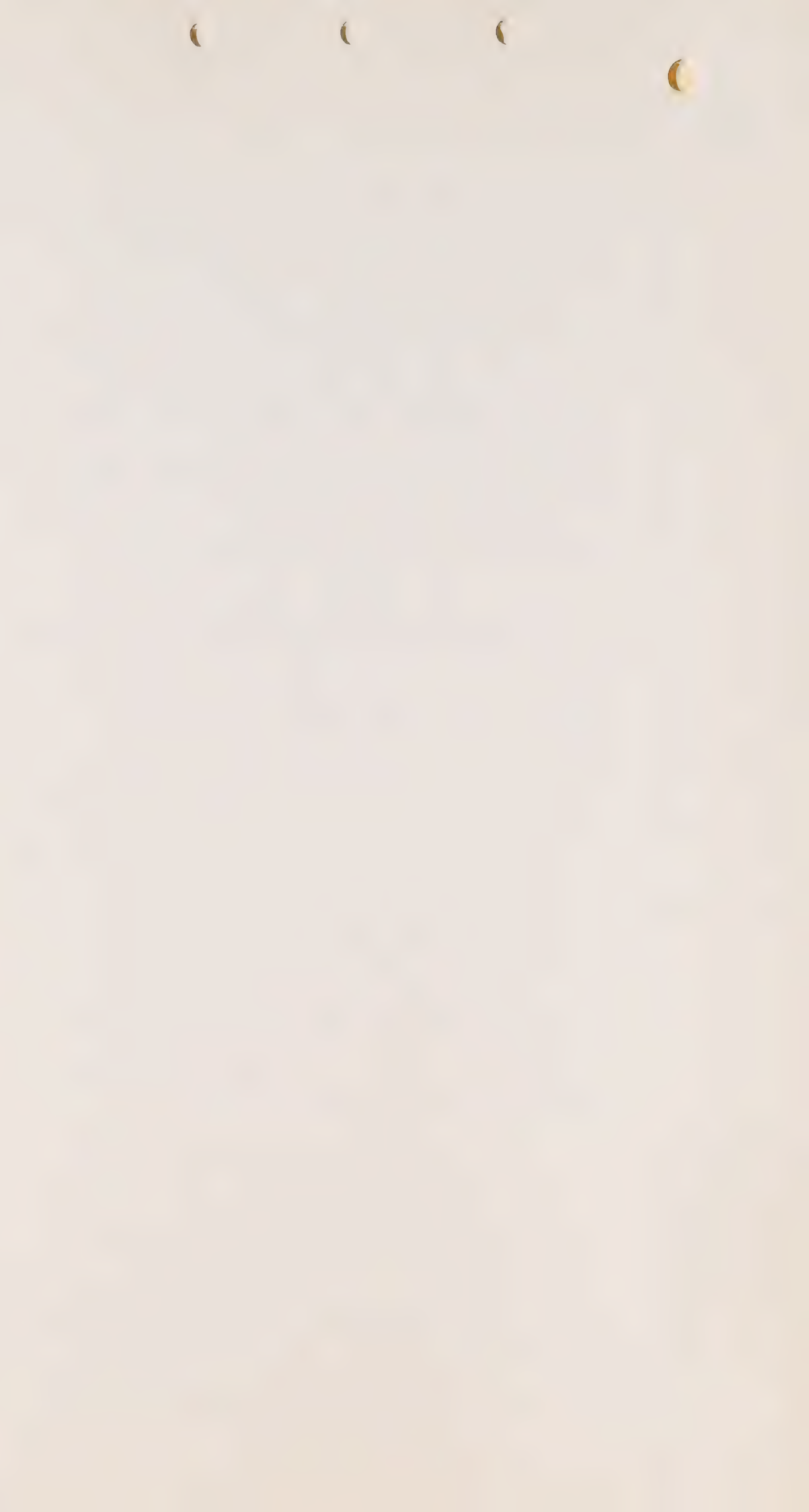




1 as we owe -- these are the grants as the province owes  
2 us, therefore the province being able to cut down  
3 considerably on the number of people they employ  
4 by having them say from time to time, we will go in  
5 and check and make sure this is being done, and indeed  
6 being done honestly, because this is always something  
7 the public funds have to look at -- do you see any  
8 major savings in this? Do I make my point what I am  
9 trying to say? If I don't, I will try again.

10 MR. CHAPMAN: This is not an area  
11 we had discussed, but I think I would have to say yes.  
12 Yes, there has to be a saving under Mr. Ronson's  
13 proposal whereby we are doing it and having it  
14 audited. It is a saving to someone along the way.  
15 It is bodies, it is paperwork, if we are going ahead  
16 and doing it. All you need is for one board to step  
17 out of line, and admittedly there might be a very loud  
18 hue and cry about how that one board gypped the  
19 government. It would not happen again, you know. I  
20 would like to think that there is some honour and  
21 integrity in our system, and working through the  
22 transportation arrangements is a chore.

23 I would have to almost use the same  
24 illustration as we have outlined in one of the other  
25 comments regarding number 4, where we are referring  
26 to surplus deficit -- yes, surplus deficit of accounting  
27 at the end of the year and the mill rate, if you had to  
28 account for everything and you knew where you were  
29 going, I think there would be a real local accounting  
30

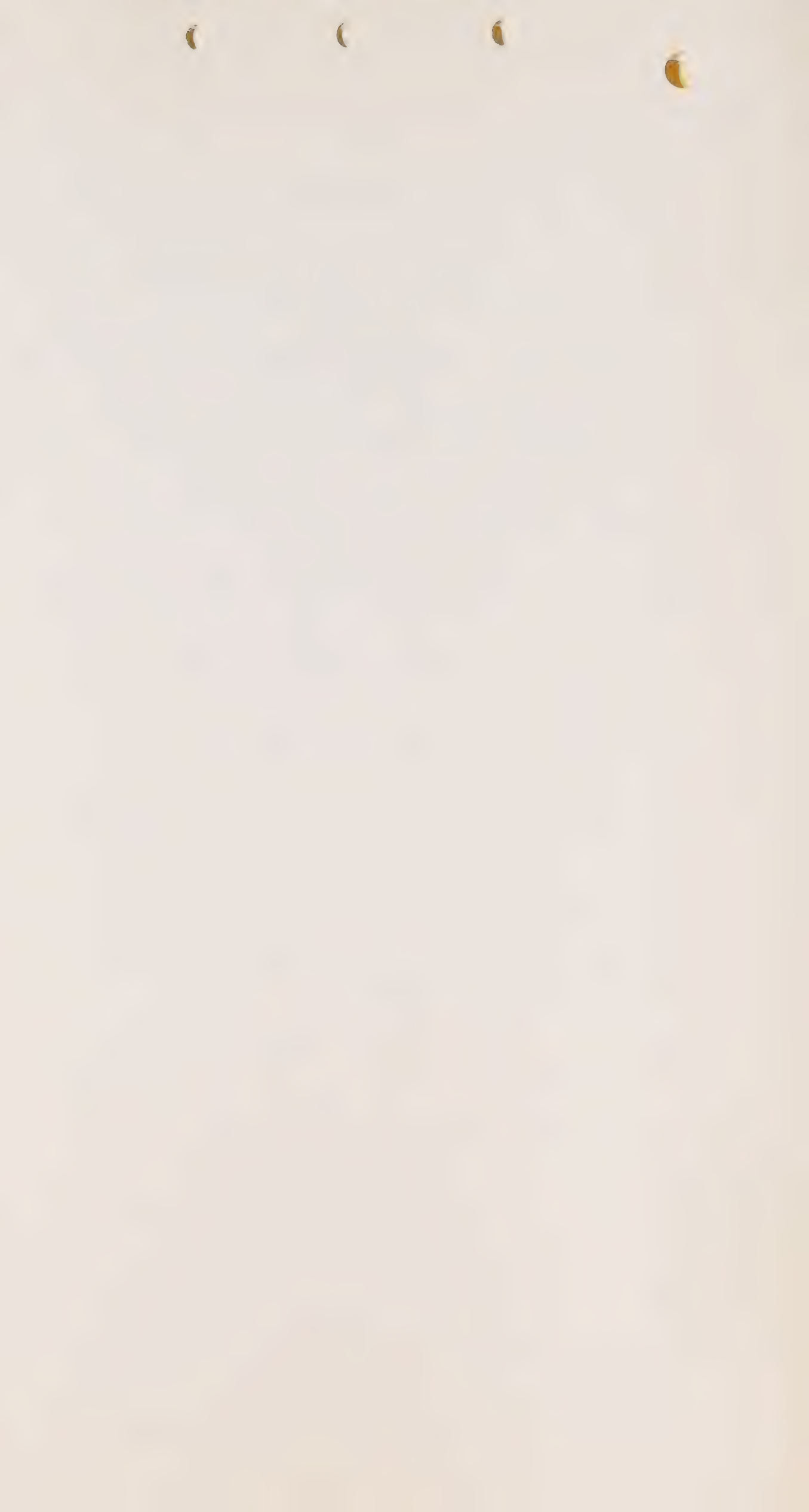






1 | whereas using this illustration, if we are just bearing  
2 | a surplus or deficit in calling/<sup>it</sup>adjustment to the mill  
3 | rate, there really isn't that local accounting, if the  
4 | municipality and the board ended up with three hundred  
5 | thousand or so dollars, as opposed to perhaps point eight  
6 | mills, the point eight mills is buried, the three  
7 | hundred thousand dollars would scream loud and clear,  
8 | and maybe that isn't a very good comparison, but to  
9 | bring that back to the transportation we seem to do a  
10 | lot, it is right out in the open, I don't think there  
11 | would be any concern as to unfair spending. There is  
12 | the other part in transportation, we have to  
13 | recognize our operators are just as familiar with  
14 | the regulations as the boards are, and there is  
15 | a tendency for very difficult negotiations when the  
16 | operators, when they come in and sometimes know the  
17 | rules and regulations before you do, and just say  
18 | yes, but you are getting all that money back from the  
19 | government, we are within that ceiling, therefore  
20 | take what we are offering to you.

13 21 | MR. BOYCE: I think one thing that  
22 | concerns us -- very often the grant regulations are  
23 | such, have a definite effect on how much money you  
24 | spend, and the idea of having to spend the money in  
25 | order to take advantage of the grant is another thing  
26 | that encourages boards to spend money. I tend to  
27 | think that it might be better if grants were on a  
28 | fixed amount of money regardless of the amount spent,  
29 | realizing that you must have ceilings, but if the  
30 | board spent less, they would get the same amount of





1 grant, because I tend to think, you know, if you are  
2 spending at 97 per cent, or spending -- or receiving  
3 grants at 97 or 80, there is a tendency to be less  
4 concerned, than if you could make the entire saving  
5 affect the local tax rate.

6 THE CHAIRMAN: Gentlemen, on page 2  
7 you refer to the expenditure ceiling in elementary  
8 schools in relationship to the secondary schools --  
9 what do you feel the ceilings should be on the  
10 elementary for '73?

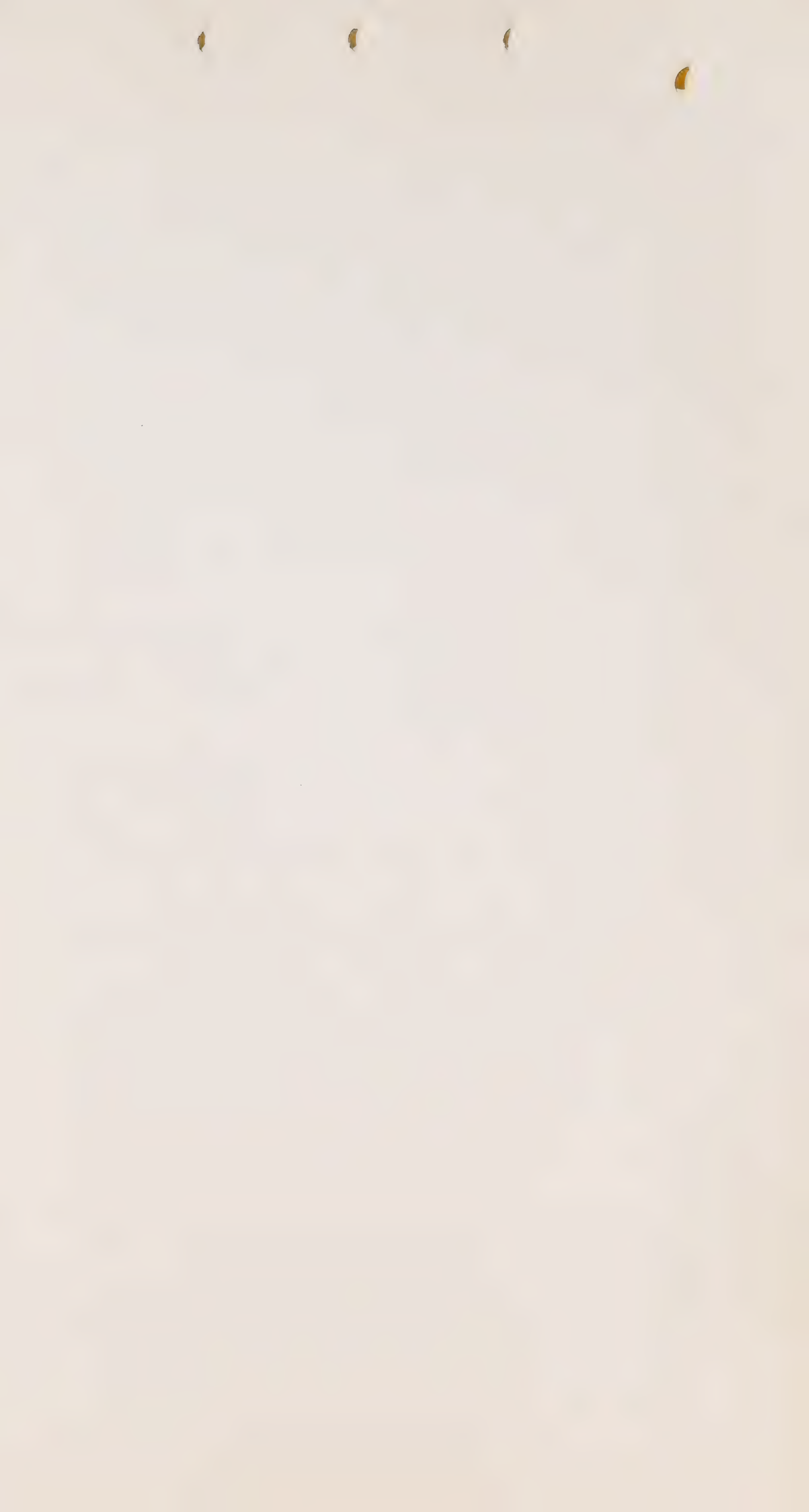
11 MR. BOYCE: Just one clarification -- that  
12 word should be 'perpetuate' not 'perpetrate.' There was  
13 nothing sinister about that.

14 We have not really come up with any  
15 specific figures, but there is no question that there  
16 is a very serious inequity between the level of  
17 ceilings at the elementary and secondary and the kind  
18 of things that this is resulting in, where programs  
19 are being hurt much worse at the elementary school  
20 level than at the secondary. They are just not able to  
21 catch up/ <sup>under</sup> the proposal, and many boards that were  
22 above the ceilings are having real difficulties. The  
23 number is difficult ---

24 THE CHAIRMAN: Could the boards not  
25 overcome this themselves in distributing the funds?

26 MR. BOYCE: I don't think that is possible  
27 under present legislation to move funds from one panel  
28 to another. It would not be fair to the taxpayers  
29 involved.

30 THE CHAIRMAN: Yes, I see.





1 MR. BOYCE: It is a very serious problem.

2 MRS.FARR: Would there be a way of  
3 having the same ceiling per pupil rather -- whether  
4 they were elementary or secondary, obviously it would  
5 have to be more or less -- more for elementary than  
6 secondary and freeing them from the board's to use  
7 it either way?

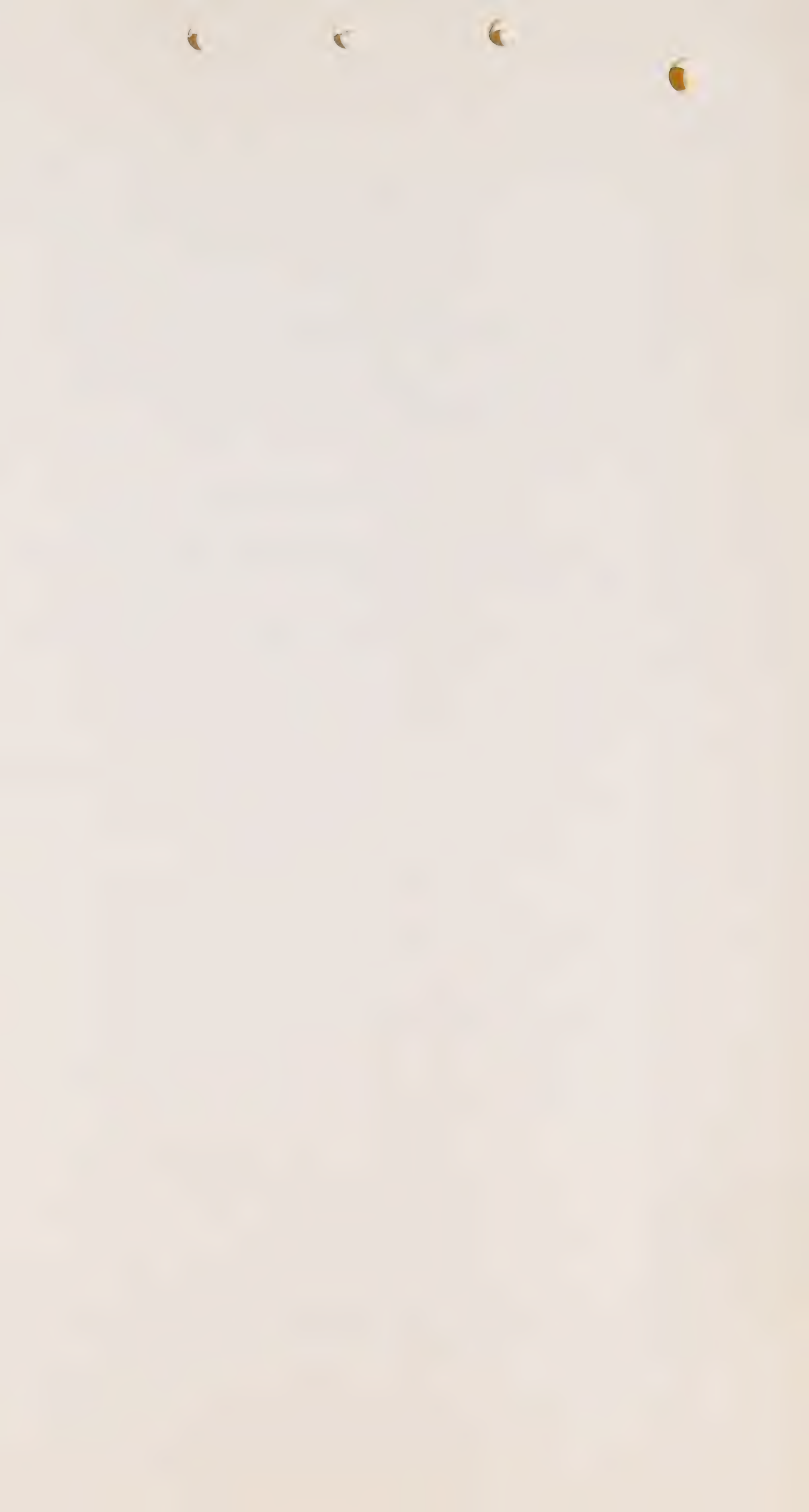
8 MR. BOYCE: I doubt that is feasible  
9 because of the different mix of elementary and secondary  
10 school pupils among the boards in the province. The  
11 area, for instance in Sudbury, where I come from, about  
12 60 per cent of the elementary school pupils are  
13 separate school supporters -- I suspect it would be  
14 about 90 per cent public school in other areas, depending  
15 on the particular mix that you have, it would -- you  
16 would come up with an incorrect ceiling.

17 MRS.FARR: From the separate school brief  
18 I gather that they seem to be discriminated against  
19 because of their grade nine and ten pupils who are  
20 classed as elementary school pupils and receive a  
21 lower grant than they would in the high schools. It  
22 would certainly help them out, would it not?

23 MR. BOYCE: I would think your proposal  
24 would tend to discriminate against them --I do not know,  
25 depending on how it was interpreted.

26 MR. ARSENAULT: What do you think of their  
27 comments the grade nine and ten are unfairly treated?

28 MR.BOYCE: I think that it is not a matter  
29 of grants, but that is a question of the whole business  
30 of , you know, the role of the separate schools in society.







1 MR. ARSENAULT: Going back to cost,  
2 do you think there should be an allowance for grade  
3 nine and ten separate school or do you think that  
4 grade nine and ten are much more expensive than grade  
5 eight?

6 MR. BOYCE: Since we have both public  
7 and separate school members in our association, I prefer  
8 not to answer that.

9 MR. CHAPMAN: I think you will notice  
10 from the brief we have made no reference to the  
11 subject. I think in fairness we would have to  
12 say we believe the operation of grades nine and ten  
13 secondary schools are a more expensive proposition  
14 than an elementary school operation, but again we have  
15 to fall back under the guise of cover and say this  
16 is another problem.

17 MR. ARSENAULT: I think we are all  
18 agreed that a lump sum would be easier to administer  
19 and so on, -- that is the way universities handle  
20 it, but how would you apply that in Ontario when you  
21 have different assessments, you have so many factors,  
22 I think it would be almost impossible, would it not?

23 MR. BOYCE: My suggestion was not that  
24 it be unrelated to the factors ~~that are~~ presently  
25 part of the grant system, all I am suggesting is that  
26 a lump sum based on enrollment, assessment and the like  
27 be established.

28 MR. ARSENAULT: You would have to go  
29 back to each board and have roughly the same formula.  
30





1 MR. BOYCE: Yes, you would have to  
2 have some sort of formula of the same type, but  
3 there would be no requirement that the board spend  
4 it in order to take advantage of this.

5 MR. ARSENAULT: They could carry a  
6 surplus or deficit.

7 MR. BOYCE: Well I don't think they  
8 would end up with --- there would be, any savings would  
9 go back to the local taxpayer.

10 MR. TROWELL: On page one would you  
11 elaborate on the meaning of the sentence in the  
12 middle of the page which begins "In the long term we  
13 favour criteria ---".

14 MR. BOYCE: As an example one of the  
15 criteria used for the establishment of weighting  
16 factors this year was the matter of the number of  
17 identified special education teachers that were in  
18 classrooms as of a year or so ago. Now, if you  
19 use that kind of criteria, it tends to force boards  
20 to solve problems in a certain way, but it tends to  
21 have boards solve their problems of special  
22 education by putting in identified special education  
23 teachers, rather than the business of having them in  
24 smaller classes with the general grouping of pupils.  
25 We do not think that the regulations should determine  
26 the way in which the problem is solved.

27 In other words, we should get back  
28 to some assessment of the kids perhaps, rather than  
29 the assessment of the number of teachers involved in a  
30 particular program. As an example, we have a lot





1 of rural schools and we do not have identified special  
2 education teachers in those schools. We have a smaller  
3 pupil-teacher ratio.

4 Now, by taking that approach we lose  
5 grants under the present system, and the province by  
6 having this system in the grant regulations forces  
7 us to solve this problem in a certain way.

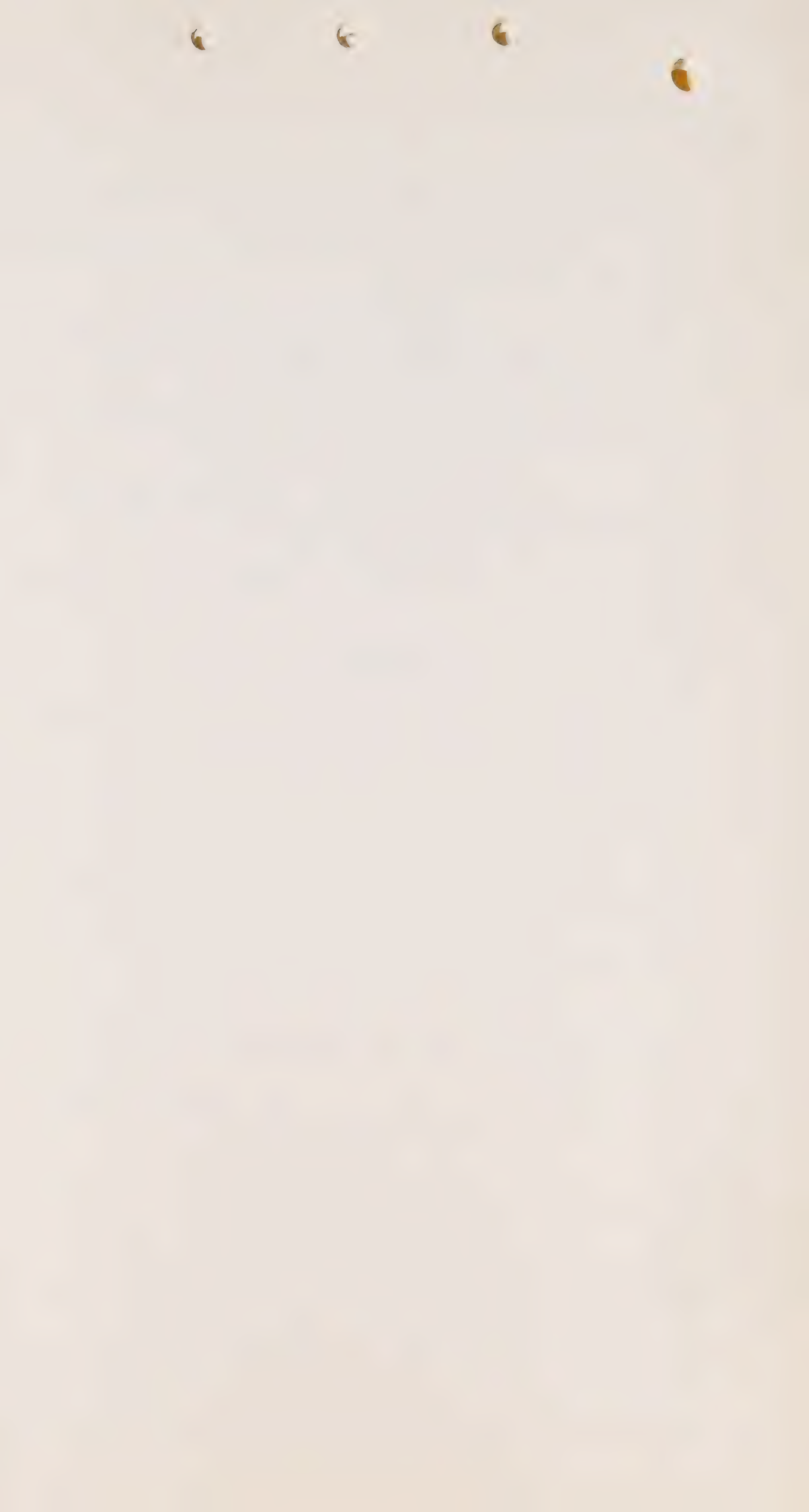
8 MR. TROWELL: This would apply to  
9 guidance teachers and that kind of specialist ---

10 MR. BOYCE: It doesn't in this particular  
11 case.

12 MR. TROWELL: In your thinking?

13 MR. BOYCE: Right. If you want to help  
14 the guidance program, a special weighting factor  
15 for guidance program, this should not be related to the  
16 number of identified guidance teachers but rather the  
17 needs of kids. Now the measures of that are pretty  
18 imperfect at the moment, but I think some progress has  
19 been made in that area.

20 DR. McCARTHY: The grant system may  
21 work against the solution for special ed in the light  
22 of present context, because now the theory is that you  
23 ought to try to get as many kids with special  
24 difficulties back into regular classrooms, -- if you  
25 are going to do that, you probably should reduce  
26 the student staff ratio for that concept, but the way  
27 the grant regulations go, you have to identify the  
28 teachers that are doing this, in order to get money  
29 to do that, and so the tendency will be to put them  
30 into segregated classrooms, rather than to move them back in.







1 MR. BOYCE: That is exactly the point.

2 DR. McCARTHY: What do you think of the  
3 proposal that said a certain percentage of your  
4 enrollment can be assumed a special education problem  
5 and that you would pay an amount of money on the  
6 percentage of your enrollment and then the board would  
7 use that money for special ed? Do you think you  
8 could get boards to do that, or do you think they  
9 would keep the money and put it into other things  
10 and still not provide this special ed?

11 MR. BOYCE: I don't think that is so  
12 much of a problem as the needs vary from school district  
13 to school district, but there is no way of identifying  
14 those school districts that have particular problems  
15 and they are short changed. I don't think there is  
16 a problem of having the board set its own priorities.

17 DR. McCARTHY: But with the bigger  
18 units you have now, I think you could assume maybe  
19 that there is a percentage of the population that will  
20 have the difficulty. I am thinking in terms of  
21 emotionally disturbed, perceptually handicapped, and  
22 that sort of thing. If you have a certain number of  
23 kids who are emotionally disturbed here and you might  
24 have more perceptually handicapped cases in the  
25 other. Is it your conclusion that would not balance out?

26 MR. BOYCE: I think it is that  
27 serious, particularly in urban centres, perhaps Sudbury  
28 might be another example. We have the only school  
29 programs for the hard of hearing in quite a wide  
30 radius around Sudbury. A lot of people move to





1 Sudbury and if you are with a bank, you would get a  
2 transfer to Sudbury if you had a child with hearing  
3 problems. If you were living --

4 DR. McCARTHY: How many kids do you  
5 have who are hard of hearing under this arrangement?  
6 How many kids are there under your jurisdiction, eight?

7 MR. BOYCE: No, something like,  
8 perhaps thirty.

9 DR. McCARTHY: Well that is thirty,  
10 on an expenditure of what -- in total?

11 MR. BOYCE: Thirty-four million.

12 MR. CHAPMAN: If I could come in here,  
13 and make use of the illustration. There are about  
14 five children in Lincoln and Grant said he had  
15 thirty children, we have about five, in the hard of  
16 hearing group, and the budgets are about the same.  
17 Now that may give you a comparison.

18 DR. McCARTHY: But that doesn't answer  
19 my question. If you are saying that you assume that  
20 10 per cent of your kids have some form of special  
21 need and pay a grant on that, with the weighting,  
22 that would take into account all these, because you  
23 have got, you know, quite a difference in the hard of  
24 hearing -- maybe there are more emotionally disturbed  
25 kids over in Lincoln, I do not know.

26 MR. MACHETZKI: My own reaction to  
27 that would be that there would exist the possibility  
28 of reducing to some form of lowest common denominator  
29 -- unless your factor was very carefully chosen,  
30 those boards who have presently elected to go very





1 seriously and very deeply into the special education  
2 area, and although I am not an expert in academic fields,  
3 I would, for example, say that the Waterloo county  
4 board, in my opinion, is one which is very much  
5 involved in the field of education and I am just  
6 wondering without examining it, I am just wondering  
7 whether or not some factor related to an average  
8 across the board might in some way then penalize  
9 that board or some other board who had chosen by  
10 virtue of pressures from the local community and  
11 special interest and so on, to concentrate on that  
12 particular area. I do not know because it is  
13 something that you would certainly want to examine  
14 and would have to take into consideration if that  
15 kind of grant structure were followed.

16 MR. BOYCE: I think it is wrong to  
17 assume that every board has the same needs as far  
18 as special education goes.

19 DR. McCARTHY: I wouldn't assume that  
20 grant any more as far as the ceilings being applicable  
21 now that represent the same kind of problems all over.  
22 They do not.

23 MR. BOYCE: The minute you establish  
24 a program that meets special needs you draw  
25 customers for that.

26 DR. McCARTHY: That's whether it is  
27 special ed or something else.

28 THE CHAIRMAN: One of the problems that  
29 came up this morning was the short term borrowing,  
30 where municipal council may have surplus funds --







1 how do you think the problem should be handled?

2 MR. CHAPMAN: I think we have a real  
3 interest in the problem. This is one of our points.

14 4 It is item 8 on page 5.

5 THE CHAIRMAN: You have heard the  
6 trustees. Now we will give you a chance.

7 MR. BOYCE: We were not present when  
8 they made it.

9 THE CHAIRMAN: This was a point made  
10 earlier.

11 MR. CHAPMAN: This is our point here,  
12 with the larger, and I have to use the word more  
13 sophisticated type of operation. Most of the boards  
14 -- most of the specialists on their staff and he  
15 does have other responsibilities, but the investing  
16 of funds is a real critical problem and I think each  
17 board has to look at their own close example. We  
18 have spent/as high as one hundred and twenty-five  
19 thousand dollars in the investment of funds or rather  
20 the paying of interest on borrowing of funds, but  
21 just by watching it very carefully and taking  
22 advantage of short term borrowing needs, we have been  
23 able to cut that down to about sixty thousand dollars.  
24 Our point in the brief is more in the line of  
25 having capital funds available, not needing  
26 investing them, but having to borrow at a higher  
27 rate than we could be internally juggling of funds.

28 MR. BOYCE: There tends to be a  
29 feeling I think that we should solve all our problems  
30 through legislation. There is provision in the





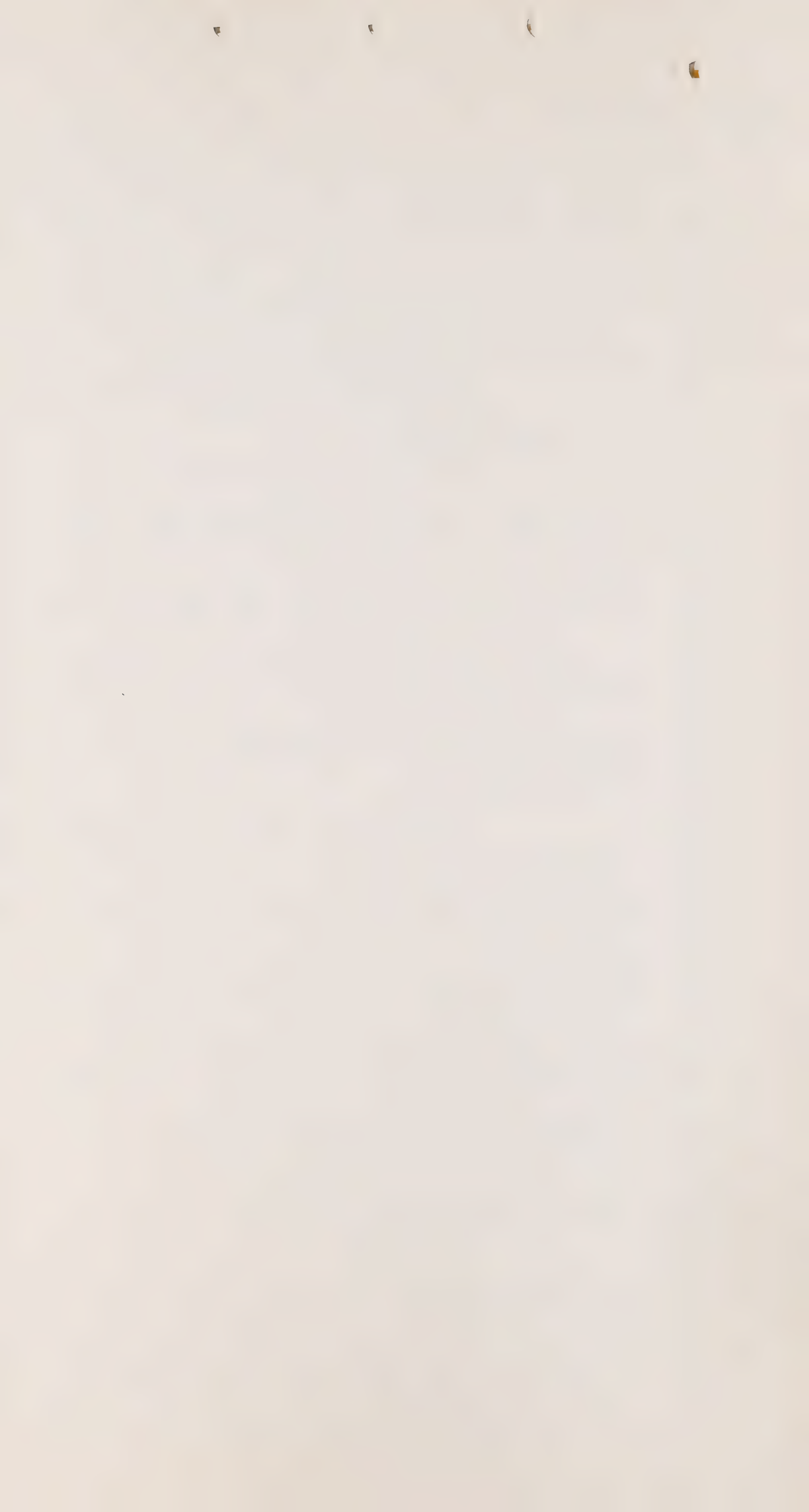
1 present legislation for agreements to be worked out  
2 between municipalities and school boards, and I think  
3 it is possible to overcome this, -- we have in our  
4 area through borrowing funds back and forth, it may  
5 not be legal, but it is being done, regularly.

6 THE CHAIRMAN: You think the problem  
7 can be solved locally?

8 MR. BOYCE: Yes, with some provision.  
9 I don't know if there is legislation at the present  
10 which allows municipalities -- I guess there is now,  
11 allows municipalities to borrow funds and vice versa,  
12 -- I think -- that has been done quite successfully,  
13 but I know there are people who would believe that  
14 we should insist that the money ~~that is~~ collected  
15 should be turned over -- I am not at all sure --

16 THE CHAIRMAN: Gentlemen, education  
17 today is a very big business. What do you think  
18 the minimum qualifications should be for a senior  
19 business administrator in terms of educational  
20 experience, because some of our directors of education  
21 have all come up the academic way, and they have  
22 never really been trained in business. What sort  
23 of advice, what quality of advice should the  
24 academics be receiving and what quality are they  
25 actually getting, and what are you doing about it?

26 MR. CHAPMAN: The matter of concern  
27 of qualifications has been a great concern to this  
28 association, as far back as 1967, <sup>a</sup> very detailed brief  
29 was prepared by the association, and submitted to  
30 the then Minister of Education. At the same time the





1 brief was submitted to the Ontario School Trustees'  
2 Council. Along the way, nothing has happened to the  
3 brief, and I don't mean that quite literally, but it  
4 has just been shelved, but no concrete action has  
5 been taken.

6 Now the same representation has been  
7 made by the Ontario Association of Education  
8 Administrative Officials to the Minister of Education,  
9 that group and this group very firmly believe that  
10 the senior business official should be highly  
11 qualified. We have had to add a rider to that.  
12 We believe that there are a number of people in the  
13 field now who are qualified, perhaps not academically,  
14 but certainly through experience -- I am referring to the  
15 grant clause type of situation, but should there be  
16 replacement then the individual replaced should be  
17 qualified. The minimum qualification, I think, would  
18 have to be a degree and certificate course, or some  
19 specific educational administrative certification  
20 beyond just a BA or a Bachelor of Commerce degree  
21 or a CA.

22 Our further concern is that most of  
23 the educational administrative courses, but not all  
24 of them, are slanted towards educational administration  
25 rather than what you might call business administration.  
26 There really is no degree course, there is no  
27 graduate course at this time where someone such as  
28 the three people sitting here could specialize in  
29 the field of educational administration.

30 Does that partially answer your question?







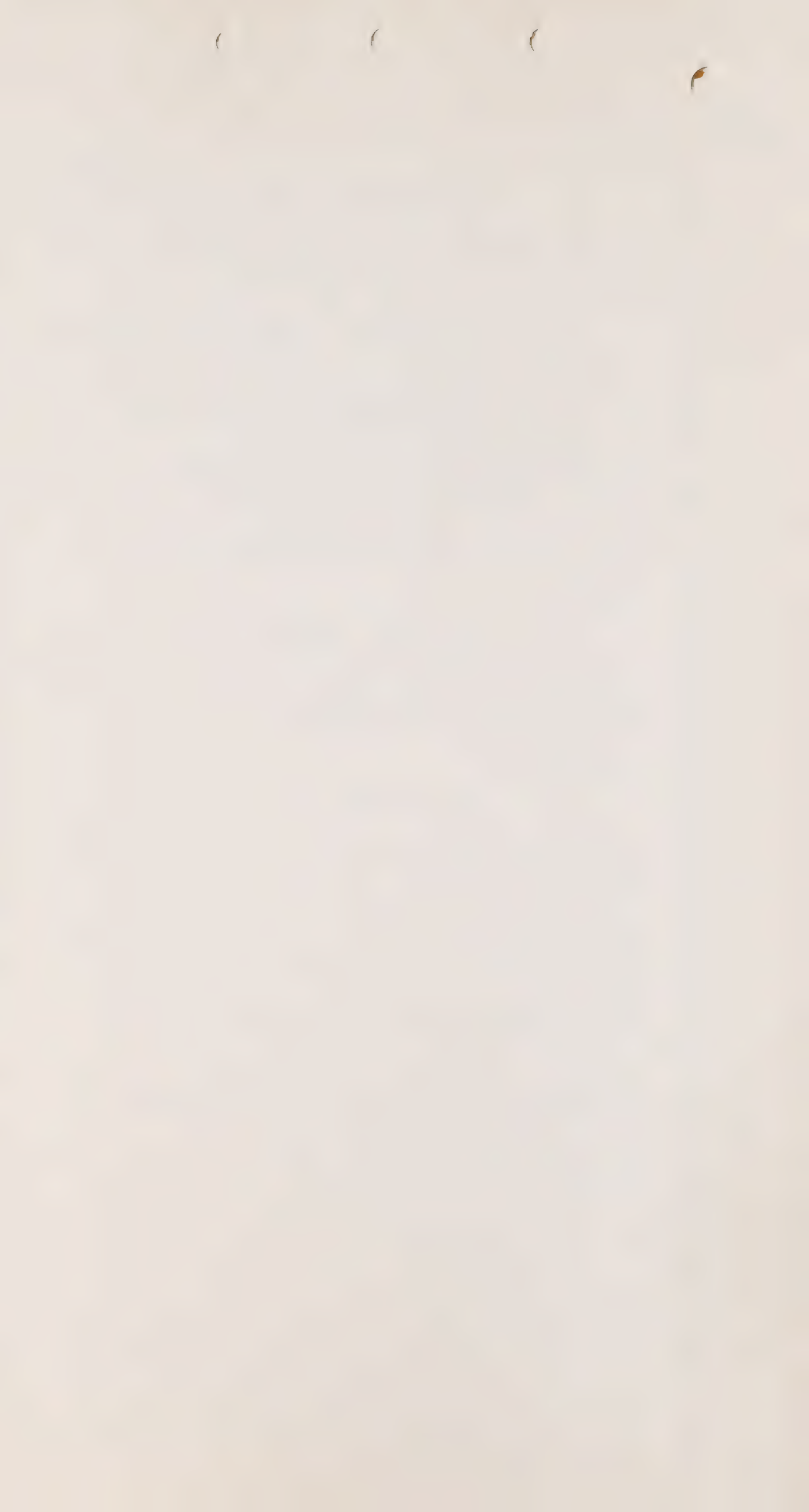


1 THE CHAIRMAN: How many academics are  
2 there who might be senior business administrators  
3 today that came up -- the historical way?

4 MR. CHAPMAN: I don't know personally,  
5 sorry, there might be maybe three or four or five  
6 more who would have qualified themselves in the  
7 academic field first, and then realized that they  
8 wanted to devote their energies in more -- in the  
9 field of senior business as opposed to the senior  
10 academic.

11 MR. KERR: Might I inquire, how many  
12 of your 425 members at the present time do hold degrees  
13 at a master's level in accountancy or business  
14 administration?

15 MR. CHAPMAN: I am taking a guess  
16 at this stage, but I would say not more than five.  
17 This is why -- I would say not more than five --  
18 this though is the concern -- you are dealing with a  
19 group of individuals and I know you don't wish to  
20 get into personalities, but there are two of them  
21 sitting at this table and I am referring to Grant  
22 and myself, neither who have an academic degree, a  
23 BA, CA, Bachelor of Commerce degree. We would like  
24 to think that we are qualified. We came up under  
25 the system when a degree or some form of qualification  
26 was not a necessity. I think when we look back  
27 on it we would like to kick ourselves all around the  
28 block for working at earning rather than working  
29 at progressing. Now though, as an association we  
30 realize that this is extremely important because we





1 feel this step has to be carried one step further.

2 I am not quoting a policy statement. I think I am  
3 quoting a general statement of the association. We do  
4 have concern at times, that the chief executive  
5 officer of the board can only be limited to someone  
6 who is academically qualified. We believe that the  
7 board should have the right to have the best man  
8 available for the position and yet if someone such  
9 as ourselves wants into that position we would accept  
10 that we have to be as equally qualified as our  
11 counterparts.

12 MR. KERR: How many of the members  
13 are presently on their way towards a master's degree  
14 in one field of administration?

15 MR. CHAPMAN: I think I would have  
16 to say very few. I do not know that I can put  
17 a number to it. I am not even certain ---

18 MR. MACHETZKI: Yes, there are a  
19 number of factors involved here. First of all you  
20 should understand that in order to get a master's  
21 degree there is really only one avenue open to  
22 business officials. It is very difficult for a  
23 business official to be given a leave of absence to  
24 work on a master's degree and again it is not the  
25 easiest thing to get a master's degree from OISE,  
26 because of course the way there is to hold your  
27 teaching certificate and some academic qualifications,  
28 so what we end up with is a chance at a master's  
29 degree in business administration, which while it  
30 may be valuable is not necessarily the kind of thing





1 that you should have when you are dealing in  
2 educational administration and for that reason if I  
3 may use my own case as an example, I have never  
4 pursued the thought of going beyond an honour's degree  
5 in economics, because the MBA program gets me into  
6 marketing and accounting for a profit and loss  
7 statement, which is really of no value to me and I  
8 would dearly love to be able to come to OISE and  
9 take educational administration, and hopefully some  
10 day through our association would be able to do this,  
11 so that you can come in as a mature adult student  
12 or as a BA, without having a teaching certificate  
13 and you, sir, asked what this association -- what we  
14 are doing about it -- upgrading our qualifications  
15 through our professional development committee -- we  
16 have organized a course, a school business official  
17 certificate course in cooperation with the University  
18 of Toronto, which is a credit course, but it is a  
19 certificate course, and it simply exposes our membership,  
20 those who wish to take it, to six courses dealing with  
21 legislation, school legislation, accounting, school  
22 accounting and so forth, and we have asked, with varying  
23 degrees of success, we have asked the boards if when  
24 they are advertising for school business administrators,  
25 they would request that one of the qualifications  
26 be that the individual hold a school business  
27 officials' certificate through OASBO and the U of T.

28 MR. TROWELL: Is it necessary that it  
29 be that sharply defined, or could there be an  
30









1 institutional administrative course which might  
2 then make it more attractive for universities to offer  
3 more --- a masters in business?

4 MR. MACHETZKI: I would agree.  
5 I look at it from my position of course. Now my  
6 field is narrowing, and I think education is where I  
7 would like to be, so it is easy for me to say, I would  
8 really like to get into the study of education, but  
9 it is true if you could offer a masters in business,  
10 through all universities, and include in that  
11 something such as the major in education or a major  
12 in commerce or a major in marketing, then I think  
13 this would be very very helpful, very valuable.

14 MR. TROWELL: In terms of the  
15 proliferation of institutional forms of business  
16 administration, such as hospitals, universities,  
17 museums, colleges, education generally, ---

18 MR. BOYCE: One of the problems is  
19 the route to the position of superintendent of  
20 business usually is through some specialty, usually  
21 accounting, or an engineer from a plant, and many of  
22 these people don't see their careers heading in the  
23 way of educational administration until well on  
24 in their career, when they have been perhaps chief  
25 accountant or manager -- this kind of position, so  
26 they do not really head for ---

27 MR. TROWELL: They don't start out  
28 heading for it?

29 MR. CHAPMAN: Yes, I think we also  
30 feel -- Pablo mentioned we are mature. This is a concern

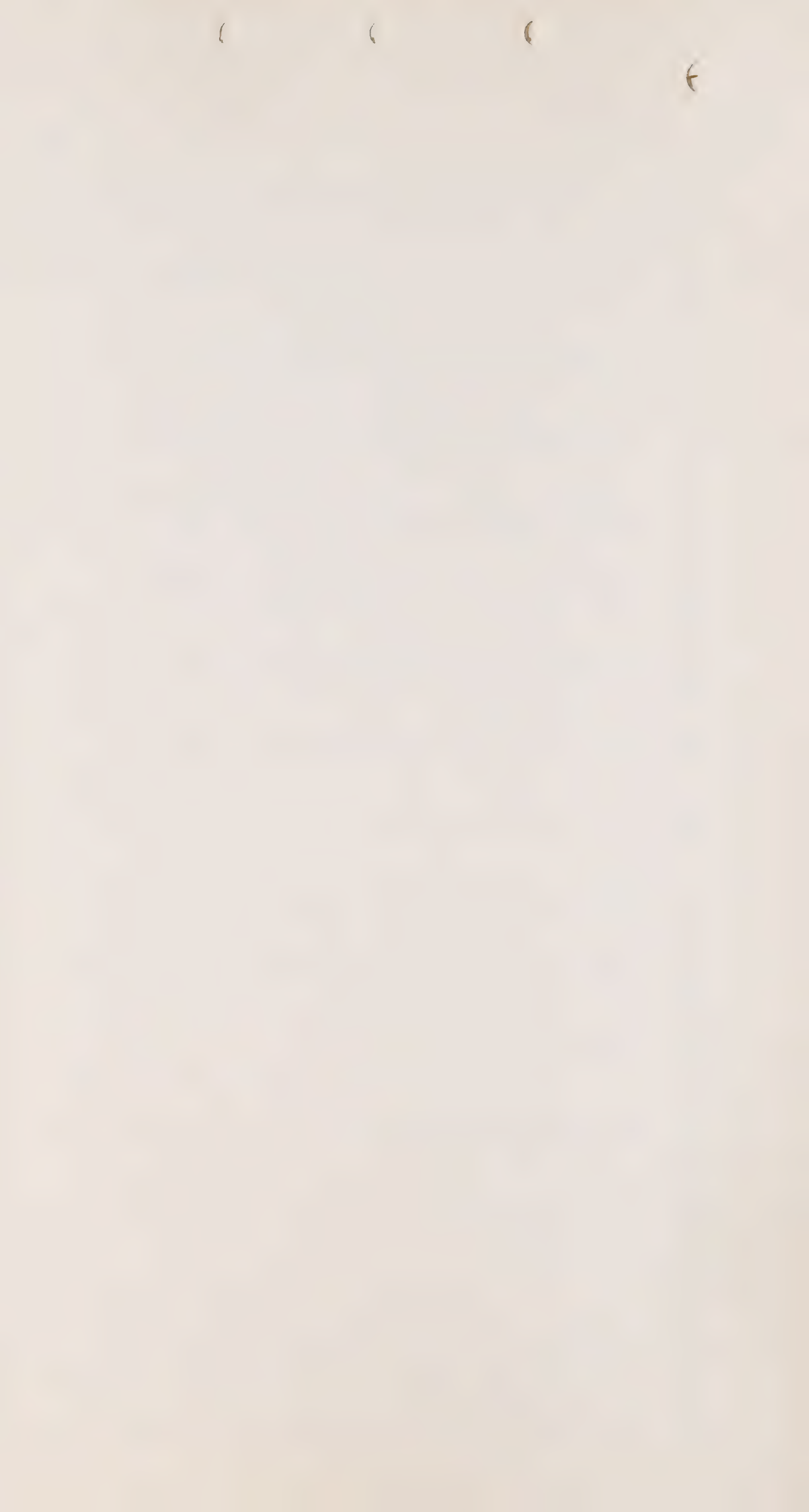




1 to the association, the individual, if he had to  
2 start back and just take a straight BA, frankly it is  
3 of no value. We believe that the members are past  
4 that stage, and there is no avenue for this group  
5 of individuals to go on, who feel they can do it,  
6 and yet they just cannot do it. Some of the  
7 universities are accepting a limited number of  
8 students, mature students, directly into an MBA  
9 program, whether the MBA is the right program, I  
10 don't know. York University tried to branch out  
11 a bit and focused on an MPA program, which is  
12 Master of Public Administration, yet the first year  
13 is the MBA program. The second year, even at that  
14 stage, they were not too certain and said, well  
15 we will almost let you do what you want the second  
16 year. If you think you can get what you want in  
17 OISE, or if you have to go to the University of  
18 British Columbia to get whatever you want, that is  
19 fine, we really do not know at this stage what you  
20 want, but the entry into that is so limited, it is  
21 almost prohibitive.

15 22 MR. TROWELL: Going back to page one,  
23 you refer to the weighting factors, is the provision  
24 of a sparsity factor for secondary schools and no  
25 similar treatment for elementary schools. What do you  
26 feel that ought to be, that factor?

27 MR. BOYCE: Well in the case of  
28 the Sudbury board with which I am fairly familiar,  
29 we have recently sent a brief to the Minister, and we  
30 will provide a copy to Mr. Dennem of your staff,





1 and on -- we have calculated what we believe to be  
2 the extra costs in our area, of operating with a  
3 sparsely populated area, and this is estimated  
4 to be 350,000 approximately, on a budget of ordinary  
5 expenditures for elementary schools of about  
6 eleven million, so we are talking there of 3 per cent.  
7 This is, you know, the extra cost of principles,  
8 building principles where they are necessary -- the  
9 extra cost of maintaining additional square feet of  
10 floor space, that kind of thing. I think it is one  
11 of the very serious inequities in the business.

12 MR. ARSENAULT: What about regional  
13 offices. I understand from your comment on page 4,  
14 there is a suggestion that regional office personnel  
15 are not viable, they could be discontinued.

16 MR. BOYCE: We are not commenting on  
17 the academic programs in the regional offices. We  
18 are saying from the point of view of the business  
19 organization, we would generally prefer to deal  
20 with the central grants office. This is not --  
21 we want to make it clear that we get the regional  
22 office people on the defensive on this very often,  
23 we get the impression that we are questioning their  
24 competence, but we are just questioning the role  
25 of trying to deal on business matters through our  
26 regional office. The idea was originally put forth  
27 that they could give different answers to meet  
28 local needs, and that just is not possible. We find  
29 two regional offices giving different answers  
30 and very quickly. Sometimes a year later the answer









1 is changed by the same one. Obviously the grant  
2 calculation have to be the same for every board  
3 in the province, taking into account the weighting  
4 factors. It just is not working.

5 DR. McCARTHY: Is that an argument  
6 for centralizing it or an argument for better  
7 communication between the regional offices and central  
8 offices of the Ministry?

9 MR. BOYCE: I think it would be better  
10 if the grants office were organized on a functional  
11 basis. In other words, if you had a transportation  
12 problem you could go to somebody who would be familiar  
13 with all the transportation decisions. Unfortunately  
14 now -- I don't think you can possibly reach the  
15 point where they will become informed because they  
16 do not know the problems that are happening in  
17 another region, and the kinds of decisions --

18 DR. McCARTHY: But at the central  
19 office they don't know the problems in any of the  
20 regions.

21 MR. BOYCE: Yes, but you could at  
22 least talk to that guy. You might be able to inform  
23 him -- we are dealing through an intermediary, if you  
24 play it according to the book, and you just don't  
25 get -- he doesn't understand your problems ---

26 DR. McCARTHY: You mean the fellow  
27 at the regional level doesn't?

28 MR. BOYCE: The fellow in Toronto --  
29 I feel it is a detriment to communication rather than  
30 one that improves communication.





1 MR. MACHETZKI: If I may comment,  
2 there always seems to be another side of the coin and  
3 that is that if what you say is true, about the  
4 knowledge of the central office, then it would seem  
5 to me that perhaps the responsibility should rest  
6 with the regional people, and what we have got -- what  
7 you have got is the people in the region advising  
8 with no responsibility. Now it has either got to be  
9 one or the other. I think what we are saying here  
10 is that we would prefer, if, as Grant indicated,  
11 somebody responsible for the specific area, could be  
12 contacted and in my limited knowledge what happens  
13 is you call the regional office, and they say we  
14 will call you back, they call and get the answer  
15 and then they call you back and give you the answer.

16 DR. McCARTHY: Well why shouldn't  
17 those people in the regional office be knowledgeable  
18 about transportation and building approvals and cost  
19 factors and other things just the same as you are in  
20 dealing with your board? Now if your argument is  
21 valid, why isn't there a person on your board who  
22 deals only with transportation and deals with each of  
23 these?

24 MR. MACHETZKI: Of course there is.

25 DR. McCARTHY: But not in terms of  
26 dealing with the regional office and the central  
27 office.

28 MR. CHAPMAN: Well I think we are  
29 getting back. We think the regional man should have  
30 the responsibility.





1 DR. McCARTHY: I buy that.

2 MR. CHAPMAN: Therefore we tend to  
3 by-pass him and go to where the action is.

4 DR. McCARTHY: That was my original  
5 point. If you gave the responsibility up there for  
6 the regional people to work with and say well what we  
7 say is going to go in this region, then if you can  
8 go to Toronto and try to get a different answer if  
9 you like, but we are not going to work, because that's  
10 the way you guys always do it --- I was there  
11 at the centre ---

12 MR. BOYCE: I suggest the alternative  
13 is not possible, because if the regional person  
14 gives a different answer than is given in another  
15 region, then there is going to be a great deal of  
16 flak.

17 DR. McCARTHY: But you said a minute  
18 ago that circumstances were different in each region.  
19 Now you can't expect to get the same answer for  
20 different sets of circumstances.

21 MR. CHAPMAN: It all depends where the  
22 401 action lies. It is now southern Ontario.

23 MR. TROWELL: Where does the static  
24 come from?

25 DR. McCARTHY: From these guys. The  
26 boys from the local boards.

27 MR. BOYCE: You know, even if you -- that's  
28 part of the problem, you don't get as good a deal, even  
29 on the question of completing forms, and interpreting  
30 regulations, you can get two or three different  
interpretations out of the same form,







1 or the same regulation, depending on which regional  
2 office you deal with, but when the final decision  
3 is made, it is made in Toronto,,and it may be  
4 completely different from the decision that you were  
5 supposedly given locally. We have had many  
6 many cases which we can document of decisions which  
7 had been made at the local level, and which have  
8 been overruled at the central office.

9 DR. McCARTHY: Suppose tomorrow you  
10 move the people from that regional office into the  
11 central office, because you are going to be dealing  
12 with people like this, then you say that then they  
13 would be consistent, once you move them to central  
14 office, but I am assuming that they must then be  
15 briefed better to give consistent answers, so  
16 I still think there is a considerable part of the  
17 problem adherent in that arrangement. They are not  
18 briefed adequately from the central force.

19 MR. BOYCE: Even if they had regional  
20 offices in Toronto where they were in contact with  
21 the people who had access to the decisions but you  
22 know, from the point of view -- a person in Sault Ste.  
23 Marie -- it is just as easy to call Toronto as it is  
24 to call Sudbury.

25 DR. McCARTHY: What you forget is  
26 that people in ten regions are calling Toronto, so  
27 they are getting these phone calls from all these  
28 different jurisdictions at one central area, and  
29 pretty soon you bog that operation down.

30 MR. BOYCE: Not necessarily.





1 DR. McCARTHY: That is the way it has  
2 happened up until now.

3 MR. CHAPMAN: I think we better leave  
4 it. We disagree somewhat with Dr. McCarthy's concept.

5 MR. TROWELL: Why can't the  
6 responsibility for those decisions be assigned to  
7 that level, instead of having to be done at Toronto.

8 DR. McCARTHY: My view -- there is no  
9 reason at all, except the will to do it.

10 MR. TROWELL: There is a whole way of  
11 looking at this. You have to say we will put it out,  
12 put the responsibility at the very closest spot  
13 possible to whatever is needed and where a decision has  
14 to be made, or you are going to hang on to it all yourself,  
15 which is it going to be, and that has to come from  
16 right up there.

17 THE CHAIRMAN: Are you pointing to  
18 Heaven?

19 MR. TROWELL: No, I couldn't think of  
20 endowing anything up there with a heaven-like quality.

21 DR. McCARTHY: I can see the point  
22 Grant has been making about this. There is the  
23 overriding principle that I think you were talking  
24 about, and so you cannot say we are going to centralize  
25 everything about this and then we are going to  
26 decentralize everything about curriculum, it will not  
27 work. There is a principle that has to operate  
28 in business operations and curriculum and across  
29 the spectrum.

30 MR. BOYCE: I would question that,





1 Dr. McCarthy. I think finances is one thing that  
2 is very often centralized, in large corporations, ---  
3 a centralized basis, and I don't think that you  
4 necessarily have to have the same system for  
5 every segment of the organization.

6 MR. CHAPMAN: The decisions of financing  
7 are not necessarily all in the head office -- there  
8 should certainly be points where you can take the  
9 responsibility and run with it, and if you have made  
10 a mistake, fine, you have made a mistake, and if you  
11 did well, you did well.

12 THE CHAIRMAN: Theoretically the  
13 decision should be made at the first level of  
14 competence to make that decision. I don't think  
15 the level of competence is centralized in Toronto.  
16 They have not cornered the market on competence.

17 Gentlemen, have you any more questions?

18 MR. KERR: Mr. Chairman, there has been  
19 some flak flying with regards to the regional offices,  
20 in the matters of finance, business administration  
21 and forms -- may we assume that there is no similar  
22 criticism of the regional offices with regards to  
23 the special education field, guidance, library services,  
24 and these fields -- are you getting a sound service  
25 from your regional offices?

26 MR. CHAPMAN: I do not think that  
27 this group can really comment on that. We are  
28 sitting in on levels of sort of executive council  
29 meetings, but we do not have the first contact  
30 with it. We really get it by word of mouth. I do







1 not think any of us are in the position to say yes  
2 or no, on that. Really, I rather that came from  
3 another organization.

4 THE CHAIRMAN: They will be here right  
5 after lunch. Thank you very much, gentlemen, for  
6 submitting your brief and appearing here today.

7 MR. CHAPMAN: Thank you very much  
8 for hearing us.

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11 Luncheon adjournment at 1:40 p.m.

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THE ONTARIO ASSOCIATION OF EDUCATION ADMINISTRATIVE<sup>20</sup>  
OFFICIALS  
BRIEF NO. 52

---Upon resuming at 2:00 p.m.

THE CHAIRMAN: Mr. Singleton and Mr. Robb, we would like to welcome you here. We thank you for the brief that you have put in, and I can see it took a tremendous amount of work. Please assume that we have all read it, and I suggest if you have anything that you would like to speak to or add to it, please do so, after which we would like to pose some questions.

MR. SINGLETON: Mr. Chairman, as you can see here, I don't have to go over the Committee, so you will know who they are. I personally admit we have great confidence in them. Obviously the thirteen papers are not the whole issue. They are things -- there are a great number of others we did pursue, but we did think this was a cross-section.

There are very few statistics in it. We assume you have more statistics than we have, and therefore we feel that your statistics will back up the idea, fine, and if it didn't, well --- I submitted this to the Board of Governors and I offered them the chance to put it in, saying that this was the submission of the Committee. They wanted some membership reaction, and they therefore have sent this out to the membership of the association, and in the last twenty days which is fantastically short, -- some of the latter papers were only out for a week, but so far, of the 400 -- four hundred and sixty members,







1 we have got 58 responses to them and this is the part  
2 that worries me, particularly the total number of  
3 possible responses to the 13 papers, therefore is  
4 754, and the approvals, outright approvals were 605  
5 approvals of individual papers, which worries me,  
6 because I thought we were further in advance of the  
7 field than that. There were 46 disapprovals. The  
8 part that is heartening, however, is that there were  
9 107 individual comments on papers, and if any  
10 member of your committee or your staff would like to  
11 see those 107 individual comments on that, it is  
12 here. So really what we are saying is this is not  
13 the brief of the Association, not really even the  
14 brief if you want, even though there is considerable  
15 approval, not even the brief of the Board of Governors.  
16 It is the brief of that special committee that was  
17 set up to do this particular job.

18 With that comment, I would like to  
19 leave it there, Mr.Chairman. Perhaps there are  
20 questions ---?

21 THE CHAIRMAN: The first question I have  
22 is on position paper one, page 1, at the bottom of the  
23 page -- the terms in this statement -- I would like  
24 some elaboration on "good programs", "strong  
25 boards", "strong administration".

26 MR. SINGLETON: In what way do you  
27 mean, Mr.Chairman?

28 THE CHAIRMAN: Well perhaps put it this  
29 way. What is a strong board, and what is a strong  
30 administration and how many of our boards in the





1 province have them and how many do not have them?

2 MR. SINGLETON: Now looking at this  
3 context in which I submitted this idea was simply this,  
4 that the public as you well know are -- every man wears  
5 many hats. The man who is in the front yelling today  
6 for extra bussing for his children is in the front  
7 tomorrow calling for lower taxes -- you know we change  
8 hats very frequently and to ask for consistency  
9 in the public, between its ability to pay and/or  
10 willingness to pay in his demand for services is  
11 asking too much.

12 In addition to that, a teacher requests  
13 have been extremely strong, where both the public  
14 pressure have been brought under some degree of  
15 control and the teacher requests for increases in  
16 working conditions, have been kept under control,  
17 it is by result of a good board operating with a  
18 good administration. I usually find they go together.

19 Now it is a relevant term and for my  
20 context, there are more good boards today than there  
21 were two years ago, because when you could afford to  
22 buy everything, you did not have to exercise any  
23 conscience or judgment specifically. You could buy it.  
24 Certain boards of course did that in fact. Now with  
25 limited resources and with actual retraction occurring  
26 in boards, they are faced right now with making  
27 some pretty darn tough priority decisions and if they  
28 are going to make these tough decisions they have to  
29 make the decisions basdd on information from pretty  
30 tough administrations. How many are there -- I guess





1 as I have said, there are more now than there were  
2 then. I just want to leave it that way. In almost  
3 every individual case. I do have the feeling though  
4 that where you find a strong board, you find a strong  
5 administration and where you find a strong administration  
6 you find a strong board, and it is very difficult to  
7 separate the two. There may be a one election  
8 aberration, but other than that --- Perhaps what I  
9 am saying is, when a board is in trouble, it is really  
10 in trouble. When it is not in trouble, at all, it is  
11 usually running very well indeed.

12 THE CHAIRMAN: Why is the feeling that  
13 business appointments of senior rank ought to be  
14 subject to ministerial approval?

15 MR. SINGLETON: Well the feeling is  
16 based on the other part of the paper, and that is this;  
17 that insofar as a business person operates in the  
18 business context and purely does the accounting, and  
19 purely does the maintenance arrangements and so on,  
20 he does not need ministerial approval, but we  
21 are being forced by the ceilings and it is a good  
22 move to bring the business people into the decision  
23 making process over the whole thing, we are finding  
24 now, in most administrations, that no one is making  
25 an academic decision about a business input without  
26 a knowledge of what it will cost this year and over the  
27 next five years, and if the superintendent of business  
28 and finance is going to have an input into academic  
29 decisions, as part of this, then he needs that kind  
30 of approval to begin with.









1                                Now if the idea is, should the  
2       superintendents have ministerial approval at all -- in  
3       other words, should anybody have it -- that is a different  
4       question. All I am saying is, that the business people  
5       should have it in the same way, that the academic  
6       people have it.

7                                THE CHAIRMAN: One of the statements  
8       you have made is consultant services in regional  
9       offices should only be provided so that boards can  
10      serve --- why do you feel -- we have heard both  
11      viewpoints, they need the consulting services from the  
12      regional offices and some boards say they prefer to  
13      have them on their own staff.

14                              MR.SINGLETON: Well the difference  
15      really is this. If each board had a full complement  
16      or could afford a full complement of consulting  
17      services, it is better perhaps and it is not a total---  
18      it is better to have them at the local level because  
19      there they are directly responsible, directly  
20      accountable. They are part of a team. They don't come  
21      in and make a recommendation irrespective of the  
22      financial or other aspects of the system. But it  
23      has to be recognized that some boards are not  
24      strong enough, really, by location, by finances, you  
25      know, to have a full complement and they must lean  
26      rather heavily on the regional offices. It seems  
27      to me that for example, taking district or region 7  
28      around here, I should think that many of the larger  
29      boards have almost no use for the consulting services.  
30      They are used because they are there, obviously, but





1 some boards, Dufferin County for example, and so on,  
2 have to rely most heavily, most heavily, on them,  
3 so all I am saying is the regional office should be  
4 staffed in a manner to complement what the local boards  
5 can provide. Where the local boards can provide  
6 the complete service, it is less desirable to have  
7 a large regional office.

8 THE CHAIRMAN: You are talking about  
9 expansion of regional office staff. Is there any  
10 objective evidence of this? What is your -- is this  
11 based on? Just a study that you made or your  
12 members?

13 MR. SINGLETON: Well, the statistics  
14 of the matter -- you would have it better than we would  
15 have. If you go back to 1967, and follow them  
16 through, right through, right up to the present  
17 time, I think the expansion is very self evident.  
18 Now we did not do a provincial survey on this  
19 matter.

20 THE CHAIRMAN: I think I will sit back  
21 and let some of the other members ask questions.

22 MR. KERR: Mr. Singleton, do you feel  
23 that successful programs and successful method, which  
24 is originated in a strong county, is carried to the  
25 weaker districts by the regional offices, by their  
26 consultants?

27 MR. SINGLETON: That would vary from  
28 regional office to regional office, and I can only  
29 speak for my own. In my own case. I think the  
30 people in Northern Ontario would tell you, because of

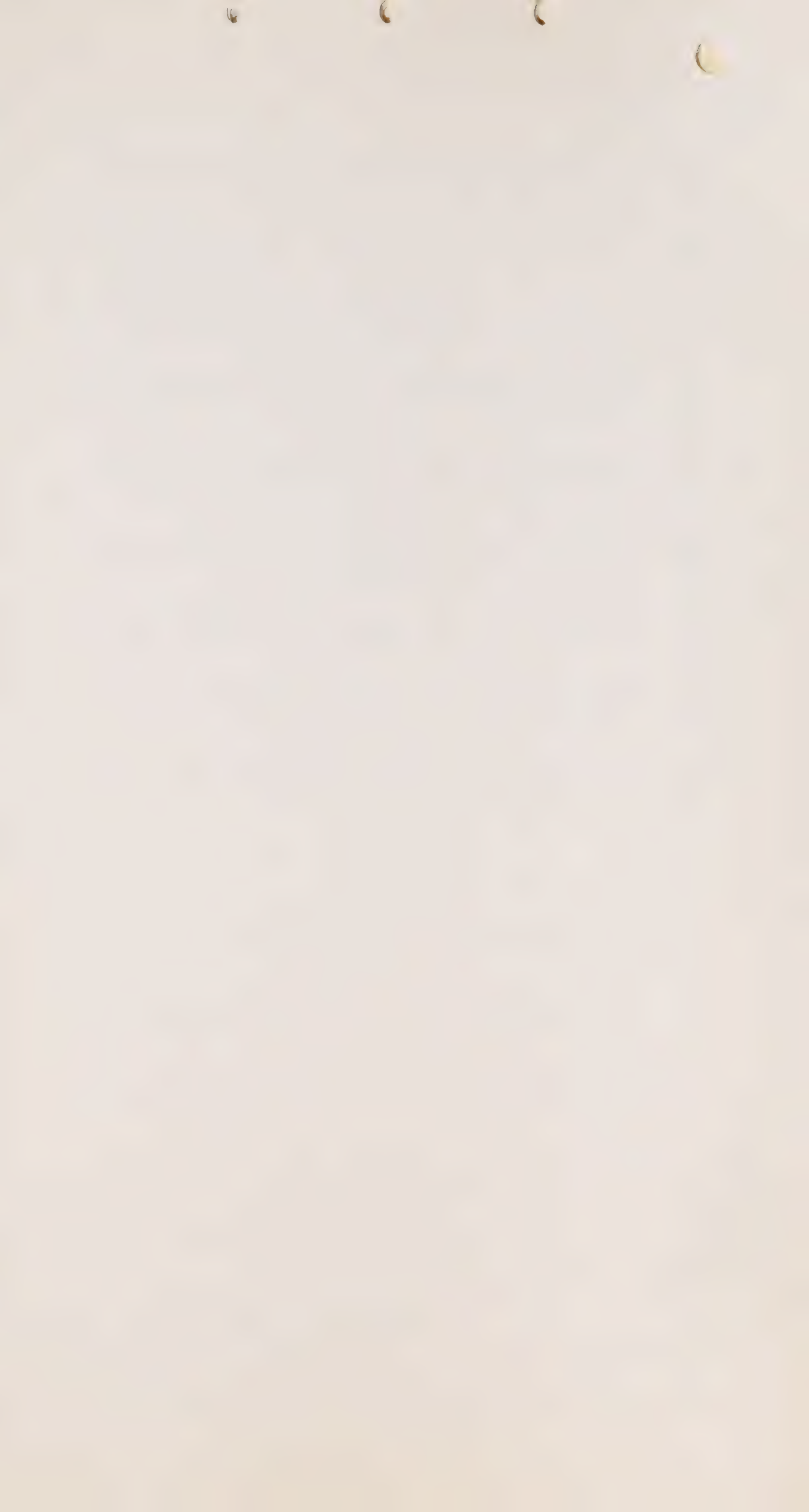




1 the distances involved, more than likely that is  
2 true. That there is a spreading of new methods, of  
3 innovation, and so on, from the regional offices. In  
4 district 7, in the Niagara District, it would be less  
5 true. Some is obviously carried, but the directors  
6 and the administrators are so close geographically  
7 and so closely in touch with one another, that the  
8 interchange of inter participation is perhaps the  
9 major means. I find myself, for example, -- (I wouldn't  
10 say daily, but maybe not quite daily, it is a big  
11 system, of 22, 2300<sup>teachers</sup> - I find myself that people are  
12 out most of the time looking at the areas around and  
13 they are going directly rather than through the  
14 regional offices, but I am quite sure that with a small  
15 board and with a board that is geographically isolated,  
16 they work more out of regional offices.

17 THE CHAIRMAN: On page 19, position paper  
18 2, -- page 2, I am sorry, you state the decline in  
19 pupil-teacher ratio in the past fifteen years has  
20 been dramatic. Now the figures that we have on this  
21 are at the elementary level, most of the decline has  
22 taken place since '64 -- 29.9 then, which was the  
23 same as in 1946. The decline to 24.9 or a difference  
24 of 5 has taken place in the last seven years. At  
25 secondary level most of the decline has taken place  
26 since 1962. Are these figures consistent with your  
27 analyses that you made?

28 MR. SINGLETON: This is right. Really  
29 our figures, as we indicated here, show the onset --  
30 the onset of the decline at the secondary level,







1 beginning roughly in the early 60's, when the  
2 technical assistance act took over, but that was only  
3 part of the problem. It was really teacher shortage,  
4 negotiations, that sort of thing. / was less obvious, but  
5 it has occurred in response to special education,  
6 and our figures will show the same sort of thing.  
7 This is why I am not blaming -- or the committee  
8 blame, the idea of declining pupil teacher ratio,  
9 as sloppy administration. There was some of that,  
10 but there was some first rate program advances made,  
11 as the pupil-teacher ratio went down. It is a  
12 combination of factors.

17 13 Also, the mere fact that certain boards  
14 under the ceiling had been able to raise it, indicated  
15 they had probably gone further than they ought to have  
16 gone in the process.

17 MRS. FARR: How much of the decline in the  
18 pupil-teacher ratio is due to smaller classes and how  
19 much to adding of supernumerate people in various  
20 schools. Would you have any comment on that?

21 MR. SINGLETON: We have no figures on  
22 that, because they are all value judgments. Taking  
23 my own case as an example, and that is all I can do,  
24 because it is a value judgment, we run our secondary  
25 schools at 18.5, not by reason of economy, because it  
26 was 18.5 back in the early 60's, but because we  
27 feel we can run good programs on 18.5 to one.  
28 The elementary one has remained relatively static  
29 over the last six years, and for this reason, and for  
30 the same reason, to run good programs, because

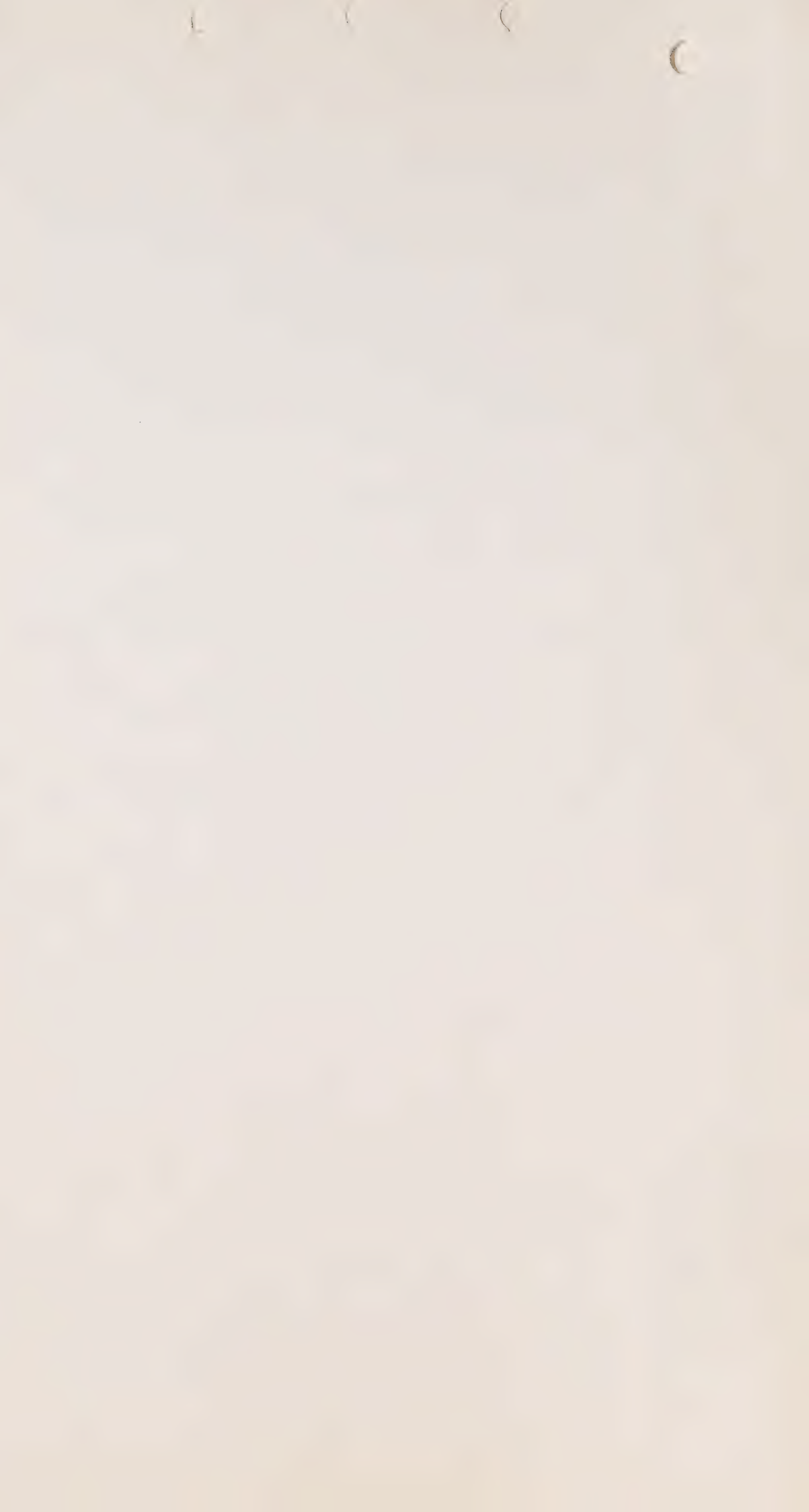


1 imagination does not take any --- with both of these  
2 things of course, we find ourselves in no difficulty  
3 with the ceilings whatsoever. There are pluses  
4 and minuses obviously. It is hard to say that one  
5 has to exercise judgment, that you cannot offer small  
6 classes all over, all of the time. In our county  
7 we have about four hundred classes of ten or fewer  
8 students.

9 MRS.FARR: Are your average classes  
10 larger than they used to be?

11 MR.SINGLETON: No, they have remained.  
12 They have remained relatively static because we keep  
13 a run on this, year by year. We have a committee  
14 that publishes statistical evidence on this. They  
15 remained almost static and most of the changes  
16 occurred by -- aside from a few experiments in large  
17 classes, most of them have remained by sharper  
18 organization within the school and they have remained  
19 by reason of the ceasing of totally uneconomical  
20 obsolescence in certain schools. Total uneconomical ---  
21 if you are going to end up with three in Latin, the  
22 choice is that the Latin teacher can do Grade 13 latin,  
23 on his or her own time as an extra, or alternatively  
24 you close it and make sure you can operate it at the  
25 next school, for which transportation, for example,  
26 is provided.

27 THE CHAIRMAN: On the question of  
28 headships -- what changes in existing regulations  
29 would be necessary to effect the changes that you  
30 suggest?





1 MR.SINGLETON: That is right.

2 THE CHAIRMAN: Do the regulations need to  
3 be changed from what they are now to effect these  
4 changes? What do the regulations say at the present  
5 time?

6 MR. SINGLETON: The regulations outline  
7 the subjects and says that a head of, for instance,  
8 home economics, must have the following qualifications.  
9 For example, four year degree from MacDonald College  
10 at Guelph, and so on. A head of mathematics shall  
11 have the following qualifications. For this reason,  
12 people differentiate the staff, drop the term head,  
13 because it is covered by the Act, and they put in  
14 words like chairman, and that type of thing. By  
15 changing the title, they avoid the regulations for  
16 instance. Part of the difficulty is that moving  
17 into differentiated staffing is almost a voluntary  
18 exercise at the local level, if it is to be done  
19 soundly. If it is imposed, you run into all kinds of  
20 difficulties, but you get schools moving into it on  
21 a voluntary basis, you are then faced with the facts  
22 that you have got a very high chance of success.  
23 But the schools that do not wish to move, of course,  
24 hide behind the act that says we have a mathematics  
25 department and the head of mathematics is defined  
26 within the Act, and within that we stay. .

27 Now the only way we are able to get out  
28 of this, is from a personal point of view, is to say  
29 when we come to change/a headship, we will only appoint  
30 one for a term of two years and you hope thereby to



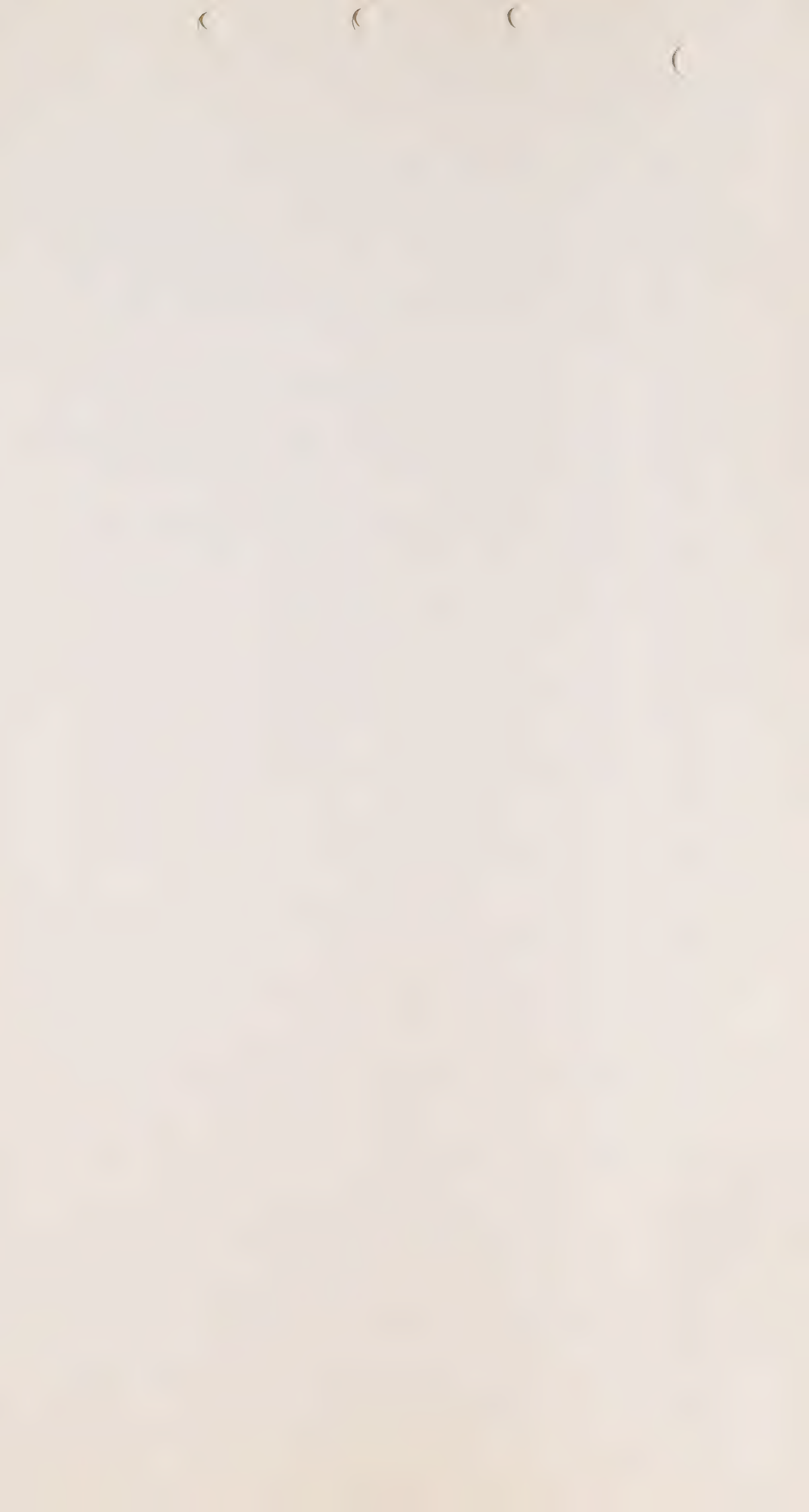




1 have a number of headships fall vacant at the same  
2 time, which then allows you to change the structure  
3 of the organization. This is a high degree of low  
4 cunning, but necessary because of the regulations and  
5 the way it reads.

6 THE CHAIRMAN: If we took some of the  
7 duties away from teachers, talking about the relatively  
8 high cost teachers, and transferred them to others  
9 less professional, what assurance do we have that it  
10 would not reduce the work load of teachers and that  
11 we could be adding to the cost?

12 MR. SINGLETON: This is fundamentally the  
13 whole problem, the differentiated staffing, and the  
14 concept of it. A great number of people think you  
15 know, it is unfair, a number of people think that  
16 differentiated staffing means that really you jack  
17 up the staff, the way they are now, and you run  
18 underneath a whole group of lackeys, who do everything  
19 the teachers don't want to do. That this is in a sense,  
20 is differentiated staff. Of course there is no such  
21 thing at all. The only guarantee that you have got  
22 under true differentiated staffing is that you are  
23 going to have fewer teachers as you put in para-  
24 professionals, is to put a ceiling on your willingness  
25 to pay for assistance in the school. You cost out  
26 the number of teachers and as the para-professionals  
27 move in, in larger numbers, the teachers have to --  
28 because there is in effect a structural ceiling on  
29 that school -- it is a case of trading, rather than  
30 add on, and this is really the only guarantee you have





1 that as teachers become fewer, para-professionals more,  
2 that teachers will not do more work but they will do  
3 a different kind of work. That is really what the  
4 paper meant.

5 MR. RONSON: What if some of the thoughts  
6 that are in here gave us some money to say -- where/you<sup>would</sup>  
7 put your priorities on spending the money -- say --  
8 a couple of the major priorities?

9 MR. SINGLETON: First of all, if money  
10 were available, may I first of all begin by saying I  
11 suspect that the ceilings with which I personally live,  
12 and which you will notice the Committee did not take  
13 violent exception, they said ten years from now it will  
14 have generated so much innovation and priority  
15 establishment that we will look back on these years  
16 as years of big decisions and sound decision making,  
17 long after we have forgotten the dollars.  
18 We defend the ceilings except in one regard, and that  
19 is that they are a reflection of the averages taken  
20 of the machine of what went on before, without any  
21 statement about what went on before being good or bad.  
22 I find it totally indefensible to pay six hundred dollars  
23 roughly at the elementary level or eleven or twelve  
24 hundred dollars at the secondary level, and therefore  
25 some movement between -- some correction is necessary.  
26 The other thing about it though, if that correction  
27 were available, priority number one would be to transfer  
28 significant sums of money into the primary grades.  
29 I have a belief that by the time grade  
30 five has passed your -- you have lost the great points



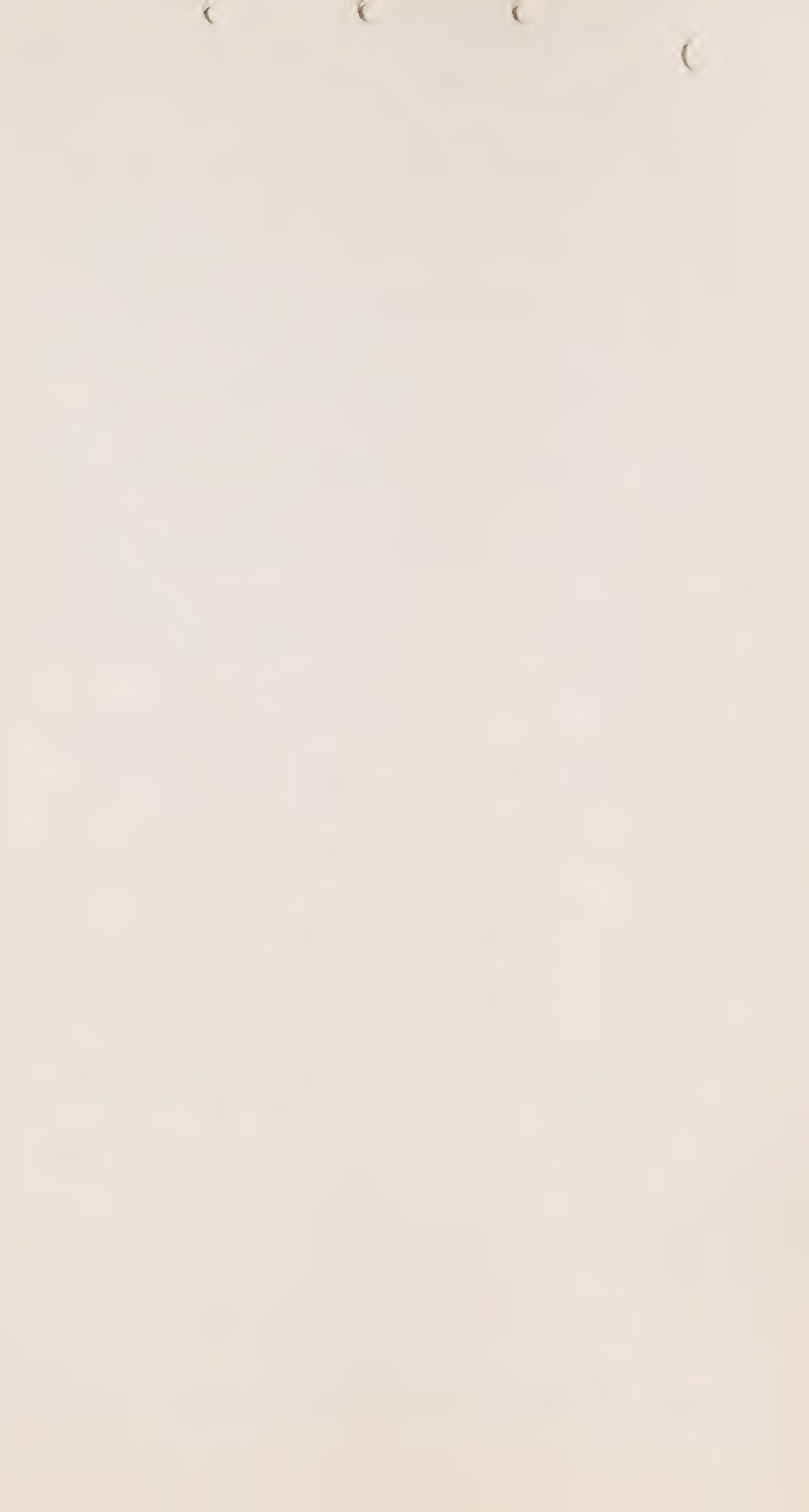


1 of leverage in the educative process. I think the  
2 elementary school is skimpily staffed, for what it needs  
3 to do in the primary grades, I think the classes are  
4 too large, even though they are no larger than in other  
5 grades. I suspect the materials we use need further  
6 application. I do believe we need curriculum  
7 development people and far more services in the form  
8 of guidance services, etcetera, at the primary level.  
9 Perhaps you could even argue that the die is cast  
10 before age five, something is needed before, but if  
11 by the end of five, you have not put in your major  
12 amount of resources, that is where I suspect you will  
13 get your major leverage point.

14 I make the point in here, at least the  
15 papers make the point that the increase in maturity  
16 of youngsters at earlier and earlier ages is a thing  
17 we have got to live with in this society. I have  
18 outlined a few of the cases -- ask a policeman when  
19 were youngsters in trouble with him before, and he  
20 will tell you, oh, sixteen, seventeen years of age.  
21 When are they now in trouble with you, and he says,  
22 oh, twelve, thirteen, fourteen, and that is a sign  
23 of the impact of communications of increasing maturity.  
24 The whole gambit, so I would say that the very first  
25 thing I would put down in priority, is a major  
26 effort in teaching in service training, in material,  
27 in class size, buildings, at the primary levels, as  
28 being the focal point of the major emphasis.

29 The secondary level, I suspect -- and  
30 will not cost money, the secondary level -- I think the





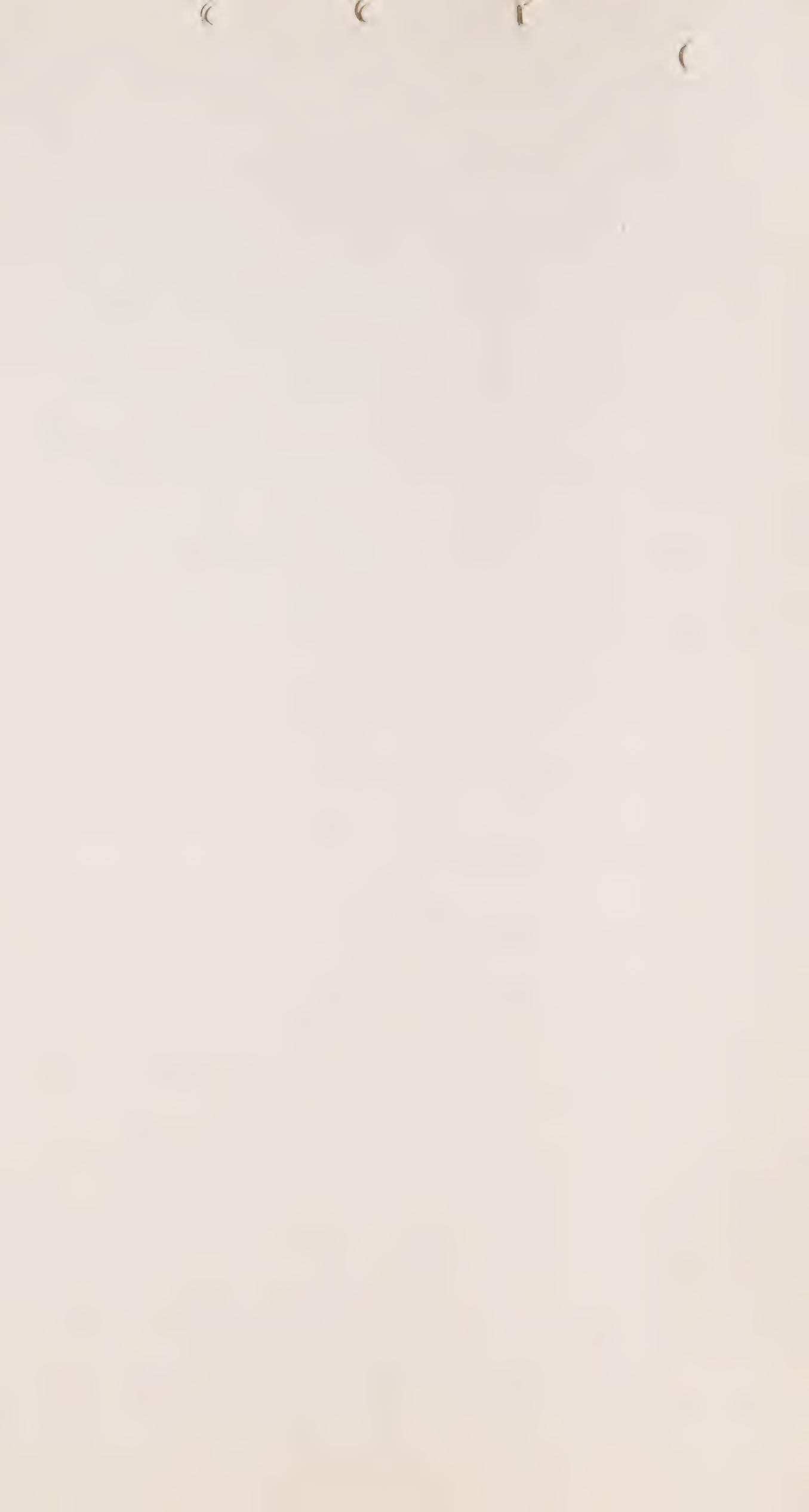




1 major input that could change programs and I say  
2 that on this basis, and as the papers indicate, that if  
3 you just change the structure it does not mean anything,  
4 you know, you are just dealing the same 52 cards in  
5 a different fashion. It is no good, it is not worth  
6 the flak, unless what happens in the classroom is  
7 better, because of what you did. So if you are going  
8 to differentiate the staff at no additional cost,  
9 people are free to do program work, to do team teaching,  
10 to get the school organized in a different way, and  
11 to handle it, and to give people time to work with  
12 youngsters more than they have, I think --- but if  
13 differentiating the staff means the same subjects taught  
14 in the same way, the same groups, it was not worth  
15 really the flak you would get out of differentiating  
16 the staff. It goes into two places where I personally  
17 input the difference.

18 MR. RONSON: What is your conclusion  
19 on the fact that we get from teachers -- how readily  
20 do you think the professional group of teachers are  
21 to accept movement of say numbers of teachers down to  
22 the level of primary level so that some other teachers  
23 would have the same amount, but not more, students,  
24 and you assigned the money in some other place, but  
25 nevertheless that group would have less -- is this  
26 something that you are ready for in your opinion?

27 MR. SINGLETON: At this particular  
28 moment, no. In other words, if one were to talk in  
29 terms of a direct transfer it would seldom occur this  
30 way, but a direct transfer of resources of one area





1 into another, rather than a sort of leavening/ of  
2 financial resources from all over, which is almost  
3 untracable -- if one were to talk about a direct transfer  
4 of money from one area to another, I would suspect then  
5 the issues would become highlighted. My personal  
6 feeling is that most teachers would find this an  
7 acceptable arrangement within reason, within reason.

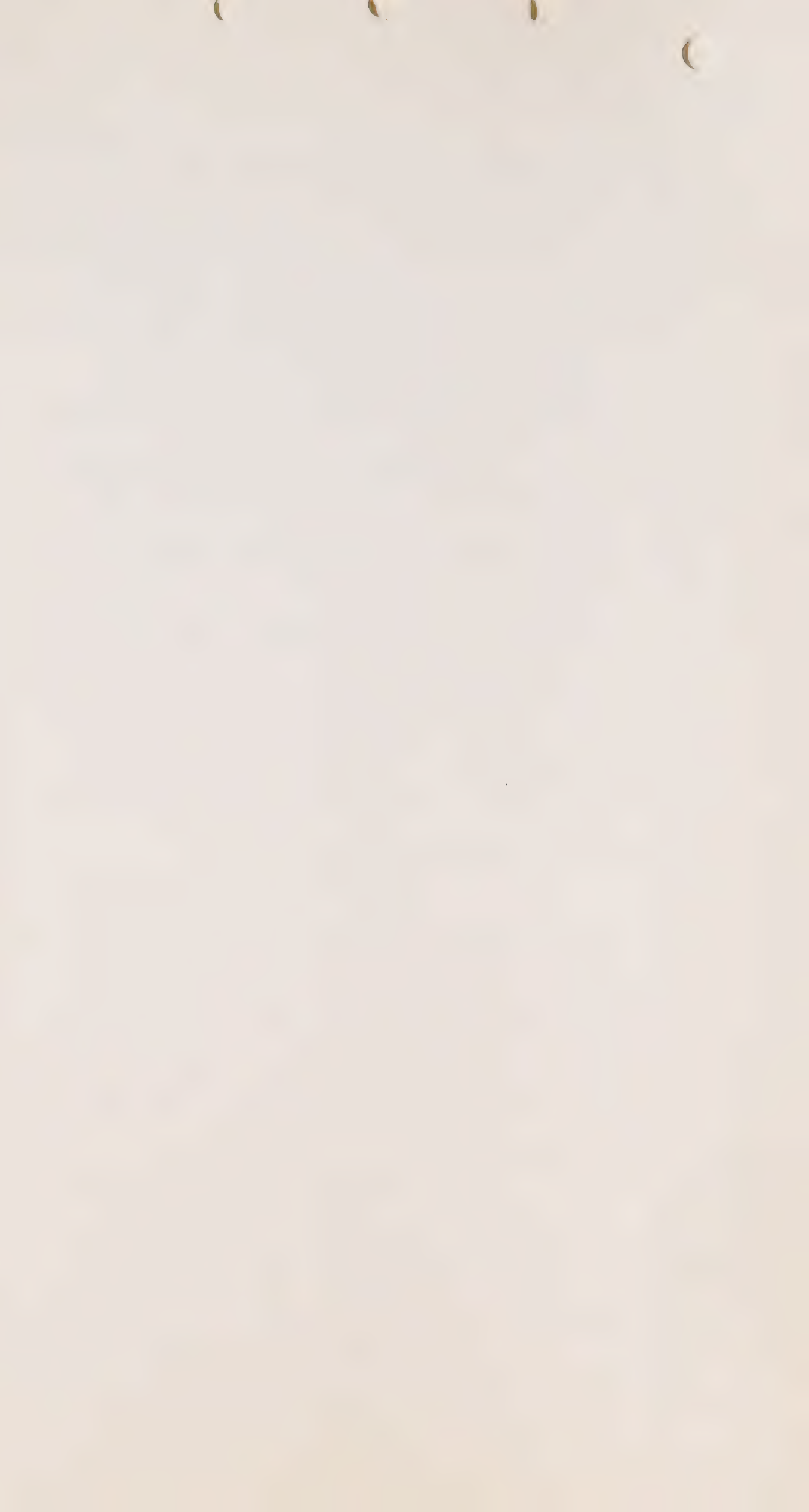
8 I would have to maintain most organizations  
9 of teachers -- I am talking about the Federation at  
10 provincial level, I am talking about Federation at the  
11 local level, that type of thing -- most organizations  
12 of teachers would find this quite unattractive thing  
13 and their response would be that you need more money  
14 and in elementary schools you find it from some other  
15 place and you put it in where your convictions are  
16 at that point. Individual teachers I think, would  
17 support the concept of leverage.

18 THE CHAIRMAN: Where you talk  
19 about the typical staff you have here on page 11,  
20 some of the descriptions and duties you have here  
21 on the previous pages, there seems to be a little bit  
22 of overlapping/ between principal and vice-principal.  
23 Would that organization not operate as well with  
24 a principal and one vice-principal?

25 MR. SINGLETON: Well in the smaller  
26 school, yes. You will notice here this is 1850 ---

27 THE CHAIRMAN: Is that the figure  
28 required to justify this?

29 MR. SINGLETON: No, that happens to  
30 be Nelson High School, and I just happened to take





1 a specific school to see what arrangements could be  
2 made, because I needed specific salaries, specific  
3 numbers of teachers, specific role descriptions, and  
4 I took that and it is not a school incidentally, on a  
5 differentiating of staff -- that school <sup>next to it</sup> /is very deeply  
6 involved in differentiating staff at Lord Elgin, but  
7 this one not so. So this is a theoretical exercise  
8 on a actual school. The role of the vice-principal  
9 it seems to me, can only be justified in the sense  
10 that it is a person in training to be a principal.  
11 It is not a clear position. This is the view of the  
12 committee. Now if that is the case they must be  
13 in training by doing things that a principal does.  
14 The idea that the vice-principal stands with his belly  
15 up to the bar at nine in the morning, taking all the  
16 defaulters, and the lates, and all of the people  
17 who have made some distraction and so on, is not a  
18 true exercise of the principal's role, and you are not  
19 in training. If you are keeping attendance, you are  
20 not training to be a principal, because he does not do  
21 attendance.

22 Two major factors in a school, in  
23 educational leadership that the principal must exercise  
24 is an ability to control staff, to get the maximum  
25 benefits from instruction on behalf of the youngsters.  
26 The second thing is to insure that the programs that  
27 go on, the things that are taught, are forward looking  
28 relevant to what the youngsters and the staff seem to  
29 be, and within the guidelines of the department.

30 Now these are two very -- these are



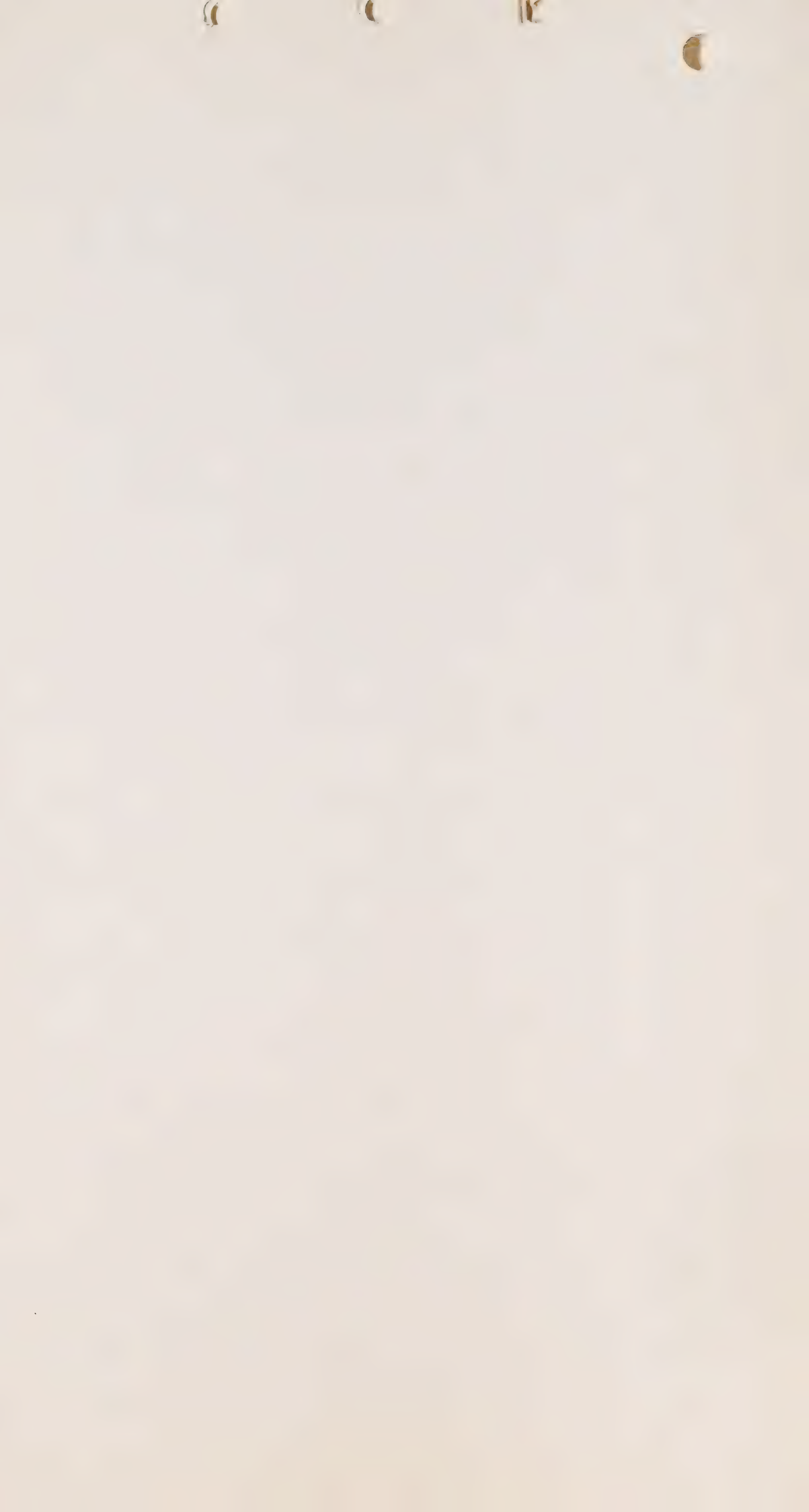






1 overlapping things, but they are two quite distinct  
2 operations, and the principal has to exercise both  
3 of them. The two vice-principals involved here do  
4 both, but one at a time, and they alternate for two  
5 years or three years, so that they have got a complete  
6 spectrum. The instruction person is dealing almost  
7 entirely through staff meetings for example, and  
8 individual visitation ~~on~~ teachers. The person  
9 doing programs is dealing almost entirely through  
10 department meetings, such as math department or  
11 history department, and so on, and these are two  
12 different contexts of operations. Could they  
13 get by with two -- for instance, could the principal  
14 do programs and the vice-principal instructional and  
15 I think the answer is yes, but when you do, you  
16 narrow your base of leadership selection. I like  
17 to look at a school and find I have eight people or  
18 ten people who could be principal of the next school  
19 I open. It is a pretty comforting thought.  
20 If you narrow the leadership selections by choosing  
21 one out of three, I suspect you are losing out.  
22 You are going to eventually end up ---

23 MR. McCARTHY: Page 10, where the  
24 instruction assistants differentiate staff arrangement --  
25 if the oversupply of quality teachers -- is it  
26 not likely if you looked at the elementary today  
27 most of your instruction assistants will be drawn  
28 from the certificated teacher group and will  
29 therefore have certificated teachers with experience  
30 in the school and instruction assistants maybe





1 without experience and would you see any difficulties  
2 in terms of how you would pay them?

3 MR SINGLETON: To put it more bluntly  
4 than I would like to, the difficulty with the  
5 profession generally at both levels is that we already  
6 have paraprofessionals in the schools, but unfortunately  
7 a lot of them are running around with teaching  
8 certificates in their hands. You may well argue  
9 with me that that was a necessity of the teacher  
10 shortage and I would have to agree. I was in it  
11 very deeply, and the number of people who were taken,  
12 who were of a paraprofessional status, really, ---  
13 Now, taking that bottom section if you want, and  
14 assuming they are going to retain themselves as  
15 certificated teachers, and you take some first rate  
16 people out of teachers college for example, and you  
17 offer them jobs as paraprofessionals, you are going  
18 to have a great number of difficulties. I have a  
19 proposal before the Halton County Board in this  
20 regard, for staff discussion on a very wide  
21 distribution. One woman whose judgment I trust  
22 very much said one of the biggest difficulties will  
23 be to harness in a team a lady who has extremely  
24 high qualifications and is a paraprofessional and  
25 who is operating with a teacher who in all intents  
26 and purposes, except by prior claim to a permanent  
27 job, should be a paraprofessional herself -- in  
28 other words, the roles should be reversed.

29 Now that cleavage will be the real  
30 one, more than the dollar cleavage that you are paying





1 one more than the other. This I would anticipate  
2 would have to be examined. I suspect a great number  
3 of paraprofessionals will come, who hold teaching  
4 certificates. I suspect that to be the case.

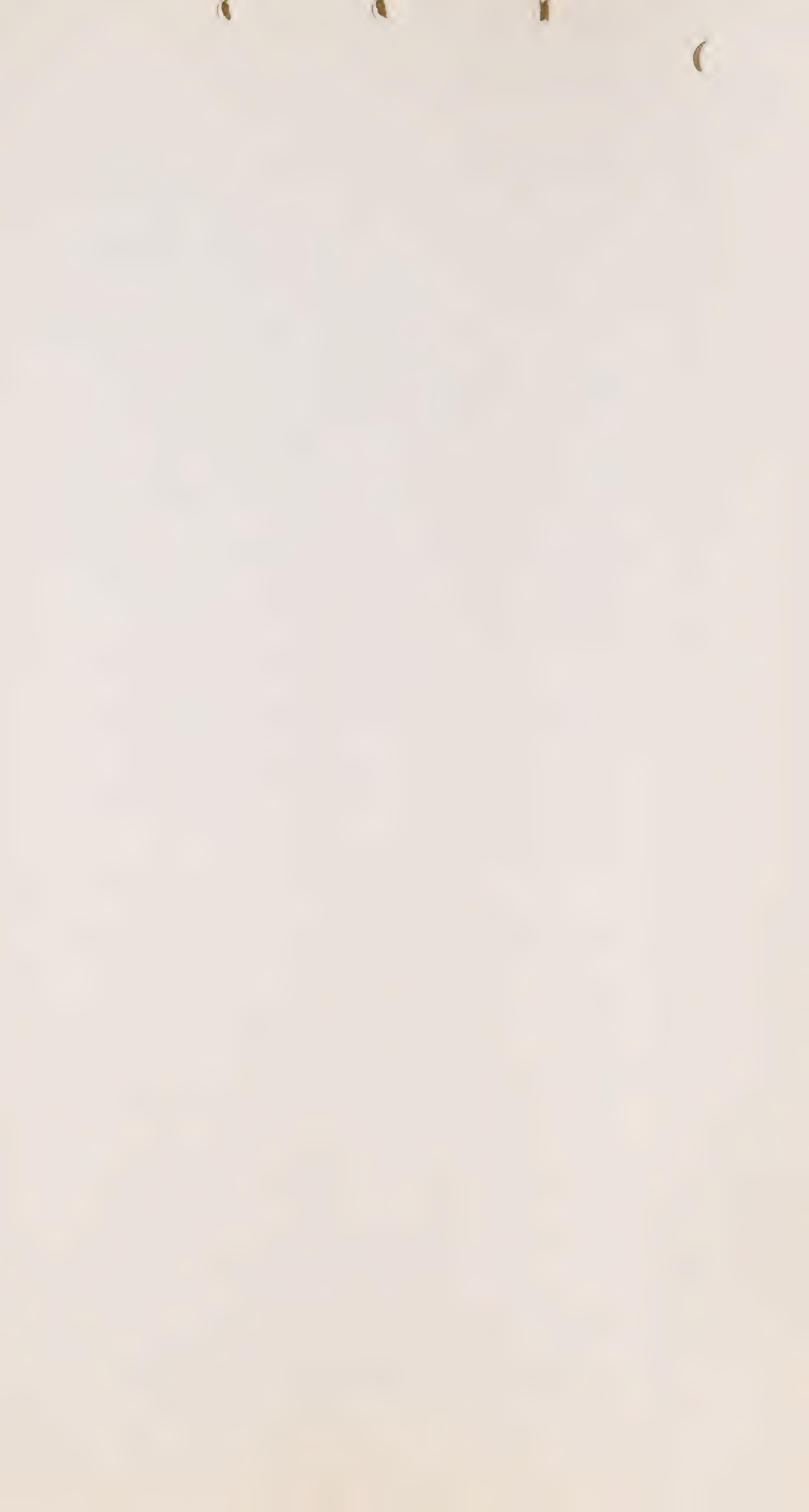
5 DR. McCARTHY: Near the bottom of the  
6 page where it says "There is, of course, a necessity  
7 to establish rates of pay by the hour or by the  
8 week, and the duties of the/assistant<sup>instruction</sup>s, the  
9 instruction clerical workers, and the general aides.  
10 Any concept of regular increments, annual (or monthly)  
11 salary or tenure should be entirely removed from  
12 consideration."

13 Once you get going, your own system,  
14 for example, and you get a number of these, how  
15 long do you think it would be before you have got  
16 a union set up there, that says, you know, this is  
17 the way we will function from now on.

18 MR. SINGLETON: Well the answer to that  
19 one is purely a technical one in this sense, that  
20 you give the principal, in the case of general --  
21 you give a job description to the central office of  
22 course, arrived at with discussion with the principals,  
23 collectively, but then you give the principal a  
24 sum of money by which he hires general aides for  
25 his school. To all intents and purposes, he is  
26 the employer through his funds, and not the board.

27 Now this avoids someone being hired  
28 specifically by the board on any long term  
29 arrangement. Will they become unionized, I would  
30 anticipate in due course they will then make









1 demands for tenure of all kinds and so on, but again  
2 one has to preserve flexibility as long as you can.  
3 There are no absolutes.

4 MR. KERR: Mr. Singleton, on page 4  
5 -- page 5 of your position paper one, you state  
6 that the Province as a whole is lacking in the  
7 process of preparatory courses and in-service training  
8 for its leaders. What do you feel is the optimum  
9 answer for the problem that you point out here?

10 MR. SINGLETON: The paper, I think,  
11 makes the position that when leaders emerge almost  
12 at any level, that is leaders as principals, leaders  
13 as directors, leaders as superintendents, it is by  
14 the process of selection, the aggressive ones  
15 if you want, through their aggressiveness, and their  
16 balance are the ones who win out at the top.  
17 The name of the game really is leadership and how  
18 you preselect leaders, I do not know. You can get  
19 all the things going your way, but the test of  
20 leadership is being a leader, and having responsibility  
21 exercising and then it is decided but you can  
22 shorten the odds significantly if you have a  
23 preservice training arrangement whereby people  
24 identified as having the potential for leadership  
25 are given many of the tools of the trade. The  
26 dilemma we face is really this, you better learn  
27 and we have said this all the time, you better know  
28 everything you need to know once you are made a  
29 director, because for the next three or four years  
30 you are never going to be able to take the time





1 to read deeply and widely, visit widely, and so on,  
2 you are going to run on your capital. How long you  
3 can run on capital is a question, so perhaps what we  
4 are saying here is inservice training will build that  
5 capital on which the director, or leader, can draw  
6 until he has things organized in such a manner that  
7 he can qualify.

8 MR. KERR: Do you feel there should be  
9 a policy of sabbatical year so your people who have  
10 the proven qualities of leadership could go and  
11 take a course giving them the principles and improve  
12 their performance at which their natural ability  
13 would enable them to do?

14 MR. SINGLETON: This would be a very  
15 useful thing, and I am not one who believes that  
16 you can not remove people, even who appear to be  
17 indispensable, can be removed. You have examples  
18 of your own staff, people who come for a year or  
19 year and a half, and so on, and I would not like to  
20 think that they were not missed, but the world does  
21 go on, so I am not one who believes, -- I am not one  
22 who believes that a sabbatical is an impossible  
23 situation. The sabbatical ought to be given really  
24 to people who are proven leaders, to improve themselves,  
25 rather than giving sabbaticals to people who are  
26 not leaders, and who need some remedial advice. It  
27 is a sort of reinforcing success, abandoning failure,  
28 type of thing. The danger, and perhaps I am unkind  
29 in this, the danger is if you take a weak leader  
30 and you give a sabbatical, you may make him just good





1 enough to keep. In other words, the purpose you know  
2 -- I am tired of people saying you know, here is a lame  
3 duck, and look I made it walk, when in reality,  
4 the purpose of ducks is to fly, not to walk, and this  
5 is one of the dangers, so I think it is entirely  
6 possible, it is good and it ought to be for proven  
7 leaders.

8 THE CHAIRMAN: You were talking about  
9 teacher training, talking about the past weaknesses.  
10 How far are you going back and what is your thinking  
11 of the present teacher colleges and transfer them  
12 to universities. Do you think this will give us  
13 a better qualified teacher in the future?

14 MR. SINGLETON: Mr. Chairman, I sat  
15 on both teacher training committees of the Minister  
16 back in '59 and '62, when we were going through this  
17 thing, and therefore -- and I travelled throughout  
18 Europe and throughout the States and Canada, looking  
19 and observing it, and in retrospect I can see we made  
20 some mistakes. The teacher training institutions  
21 have moved a long way since 1960, but they have not  
22 removed some of the fundamental problems that were  
23 there then. The fundamental problems were really  
24 these, the teacher training institutions ought to be  
25 the seed bed of educational thought and innovation.  
26 In reality, I could defend the idea though, that they  
27 are highly conservative, even still. They are quite  
28 conservative. That is the first specific problem.  
29 It was thought that by putting them  
30 with universities, we could insist on the degree







1 aspect for elementary teachers and come to the stage  
2 of training elementary and secondary teachers  
3 together, -- that was the tactical advantage in  
4 retrospect I feel -- the movement towards universities  
5 will emphasise the theoretical role of teacher  
6 training to the disadvantage of some of the others.  
7 This seems to be part of the trend. So really what  
8 I am saying is, in a sense, is that teacher training  
9 institutions have changed dramatically, but they  
10 have not changed in the idea of the overall  
11 conservatism ~~at the~~ approach, and secondly, I suspect  
12 the move to universities with part of the team  
13 recommending again, I suspect I would not be quite  
14 so quick to recommend that. I have reservations  
15 on that.

19 16 DR. McCARTHY: I was going to ask  
17 about preparing teachers for innovation in the  
18 school system, and one of the recommendations that  
19 has just been made out of the James Report in Britain,  
20 was that it is unrealistic to expect that you are  
21 ever going to get an innovative approach on the  
22 part of people who yet haven't had any experience.  
23 They can hardly keep their head above water coping  
24 with what is, let alone become change agents, and  
25 their recommendation is --

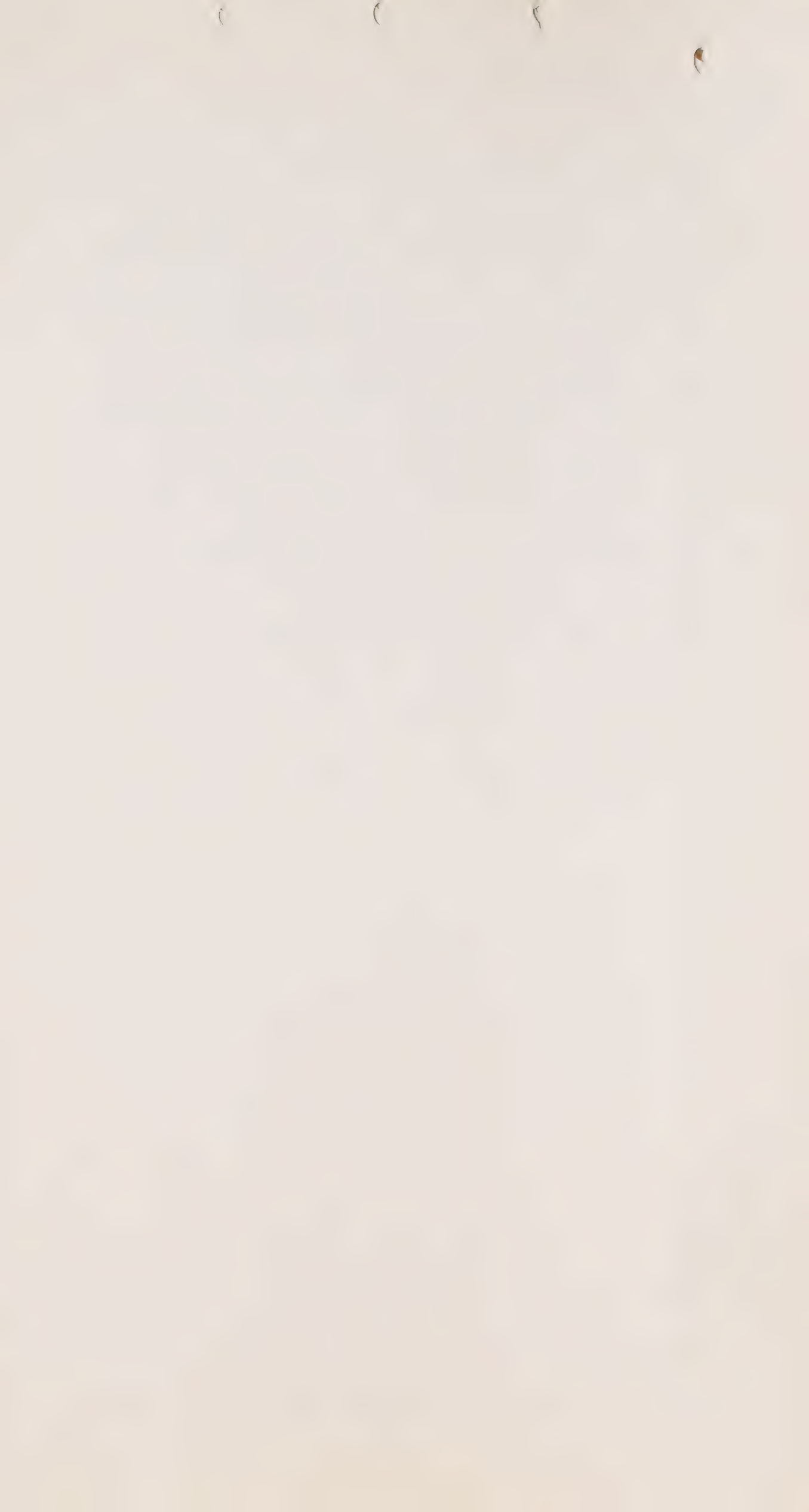
26 MR. SINGLETON: I am not recommending  
27 that they become change agents. All I am saying is  
28 when a major innovation is afoot in the system, if  
29 you begin back at square one minus, namely you have  
30 got to go back to the teachers already trained, to





1 give them the groundwork necessary to take advantage.  
2 So really what I am saying is that the teacher  
3 training institutions should give a body and core  
4 of knowledge which admits of innovation and change.  
5 So that when they face in a practical situation a  
6 change that they can relate to a knowledge -- for  
7 example this problem I have got of primary grade  
8 changing -- I have got to go back and start doing  
9 early childhood education with teachers who  
10 ought to have had early childhood education before. Before  
11 We can approach the stage of that and say and if this  
12 is true then this is what we ought to do about it.  
13 So I am not looking for change agents. I am looking  
14 for people to come out, who are, first of all  
15 receptive, secondly, who have the ground work on  
16 which a change could be built. This is important.

17 DR. McCARTHY: Well all I am going to  
18 say is, the James Report, you shouldn't even give  
19 the people who have one year of professional work a  
20 certificate, but that is one phase of their preparation.  
21 The second one is a year in which they would only  
22 spend about three-fifths of their time in charge of  
23 a class and the rest of the time would be in this  
24 introduction to the profession and after successful  
25 work there, they would ultimately get a permit. I  
26 just wonder what your reaction would be in terms of  
27 your school system for example, and if this would  
28 represent an improvement or a major step towards the  
29 kind of thing that you suggest, because I would still  
30 think if you are going to bring people out who are





1 receptive to change and so on, probably as a result  
2 of their whole education, rather than as a result  
3 of anything that just happened in the professional  
4 school.

5 MR. SINGLETON: I think this would be  
6 a good idea, particularly to the people to whom you are  
7 going to attach them, otherwise you would self perpetuate  
8 this conservative approach. My only reservation  
9 against it would be a practical one. On one of the  
10 papers it states quite clearly that if you start a  
11 program you fund it, and our experience in teacher  
12 training for instance, the internship plan is, as you  
13 well know, that it started out well, the Department  
14 refused to fund it, and it became a dead weight on  
15 local systems and it disappeared. I think it would  
16 be a very attractive thing and as a structure, provided  
17 we could fund it.

18 THE CHAIRMAN: How do you rate the  
19 qualifications in the training we give teachers here  
20 in Ontario as against say other jurisdictions in  
21 other provinces?

22 MR. SINGLETON: That is a tough question.  
23 As you go around you can see operations that are  
24 beautiful. You can see other operations that are  
25 deplorable, and it is almost an individual case.  
26 The sort of thing I am talking about is I wrote in  
27 advance of going to all these places to the deans,  
28 and I put to them a question -- that I was going to  
29 visit them, I had read their calendar -- if you had  
30 no commitment of staff, buildings, and you were







1 restructuring from the beginning with teacher  
2 training institutions, what would you do, what would  
3 you do? Out of this I got snippets, if you want,  
4 some very carefully thought out responses from places  
5 like Harbord, and Jordan Hill in Glasgow, and Murray  
6 House -- out of them emerged a composite of a series  
7 of exciting ideas, if I could only get them all  
8 together. But this proved to be perhaps theoretically  
9 -- Mr. Wood at Jordan Hill made a clear -- a very clear  
10 point to me, that as he said, teacher training here  
11 goes much better since 50 per cent of the staff are  
12 on term appointments. It was a very interesting  
13 kind of comment, and the turn over with the City of  
14 Glasgow every three years or on a staggered basis,  
15 they turn over in the City of Glasgow, and surrounding  
16 area every three years, 50 per cent of the teacher  
17 training staff which made a connection between the  
18 classroom and the teacher training institutions,  
19 which was a fantastic idea. How do we compare --  
20 I suspect that our Honours degree graduates, and I  
21 am just talking not as a committee, but right off the  
22 top, our honours degree graduates who are products of  
23 OCE are outstanding people in the main, in the role  
24 they play, namely teaching in secondary schools,  
25 teaching the upper grades of secondary schools, and  
26 teaching a subject oriented -- in that I suspect  
27 they do not have their equal as a body in almost  
28 every other place. So that would be the first  
29 observation I would make a parity basis.

30 The second observation I suspect

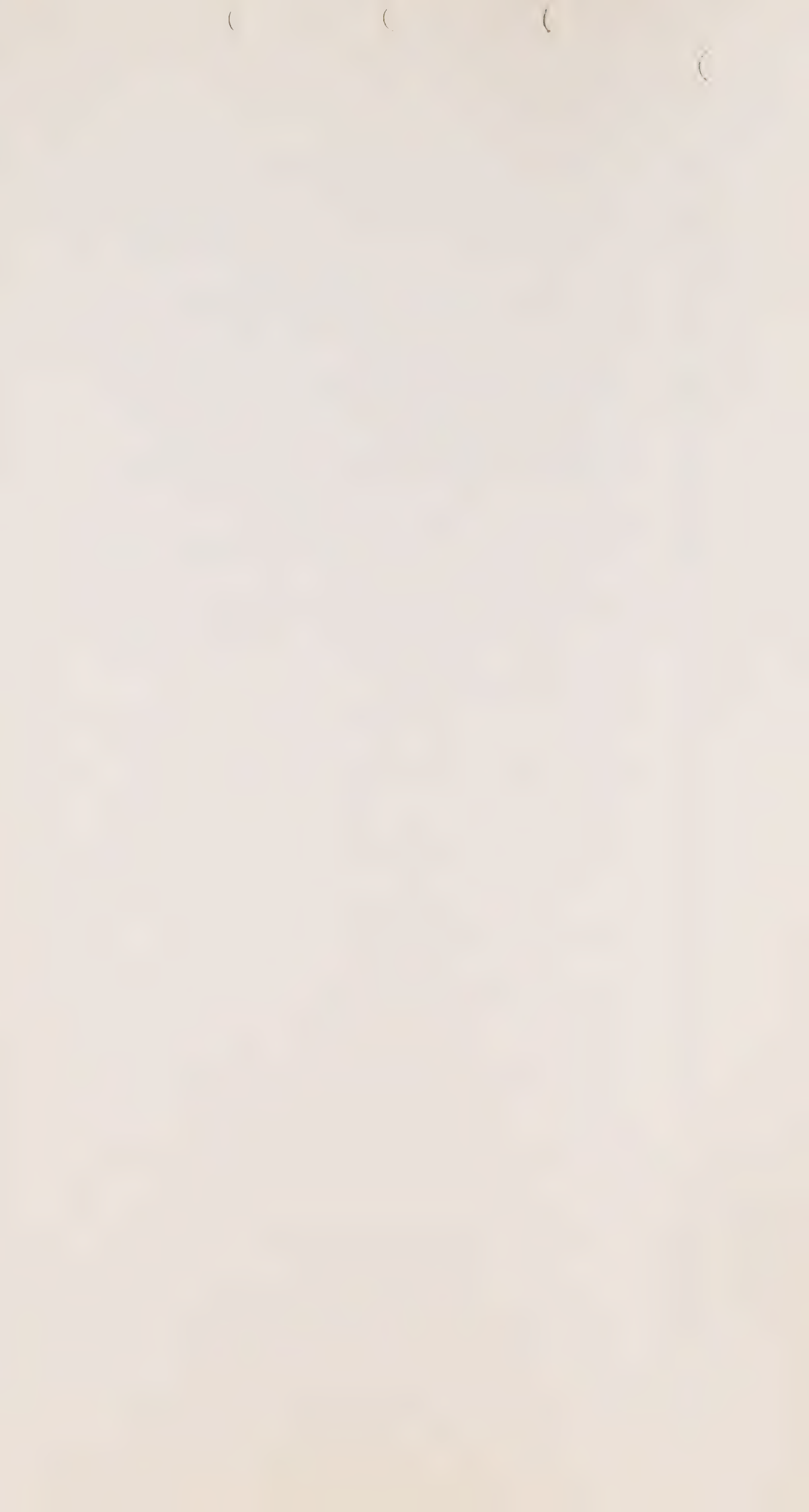




1 is there are elementary people who do not fare as well  
2 as a number of other jurisdictions through their  
3 lack of combination of things -- first of all, the  
4 lack of general education to back them up. The  
5 second one, lack of built-in leadership within the  
6 structure because their costs are lower. For  
7 example, if you were in California, everyone on that  
8 elementary program or staff would have a degree.  
9 This brings a ferment of leadership that we would  
10 not have here. This is not to say that 10 per cent  
11 of them are not born leaders, and moving and driving  
12 the others along frequently. I would say those  
13 are the two extremes.

14 THE CHAIRMAN: Well then moving on --  
15 do you favour a discontinuation of grade 13? How  
16 did you arrive at the hundred and thirty million  
17 figure that you have used in position paper five?

18 MR.SINGLETON: There are several  
19 ways -- if the ceilings are that important, that  
20 they are going to control and if you have to transfer  
21 funds from one area to another to be flexible, if  
22 that is the name of the game, as I have said, you  
23 transfer funds out of teachers into paraprofessionals  
24 for different staffing, you have to look at major  
25 sums of money. One is, what would happen if you  
26 reduced the school leaving age from sixteen to  
27 fifteen, -- the committee did not like that -- of  
28 course that would be impossible to trace in costs.  
29 I don't know what would happen if you reduced it  
30 from sixteen to fifteen because you don't know





1 what the drop out rate would be now or anything of  
2 that nature. And the committee were opposed to  
3 it on philosophical grounds as well. The other  
4 question we looked at was a couple of surveys that  
5 had been done which indicated that in many systems  
6 people do the thirteen years -- as many as 40 per  
7 cent of them do the thirteen years in twelve years  
8 anyway -- by a form of acceleration -- a form of  
9 acceleration in the elementary schools, that becomes  
10 cumulative in the form of credit accumulation which  
11 can be stepped up and so on. We felt that there  
12 was a real chance here, if resources had to be  
13 brought from some place, then we could probably  
14 accomplish the grade thirteen -- not all of it, but  
15 the grade thirteen standards of approach in twelve  
16 years.

17 Now this you could argue may well put  
18 us back into the four year university course because  
19 that is common it seems of grade twelve plus four  
20 or thirteen and three years -- but that is a different  
21 question. All we are saying is that since we are the  
22 people on whom the ceilings focus with most  
23 difficulty, we are highly visible, we are the ones  
24 who have to make a kind of an adjustment. If the  
25 resources are arranged and derived from a less visible  
26 source than property tax, for example, if you get  
27 them out of general revenues as universities do  
28 of course, and then it becomes their problem if they  
29 decide -- that is unkind, but that is prattical  
30 reality.







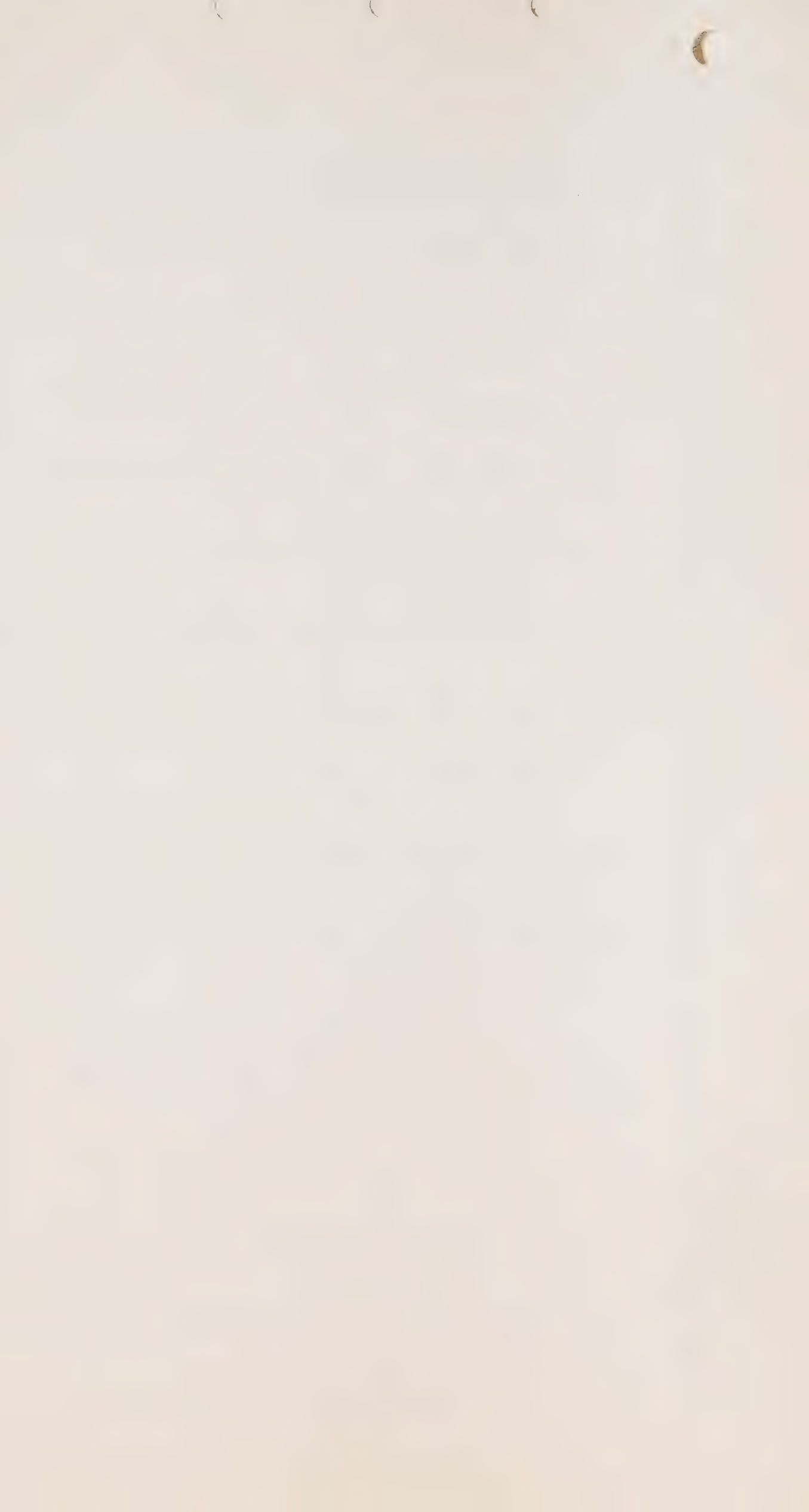
1 THE CHAIRMAN: The cost of a year  
2 at university is so much higher than the cost of a year  
3 at secondary school, and right now I have heard  
4 presidents complain that they have to have remedial  
5 classes for students coming out of grade thirteen.

6 MR. SINGLETON: I have no doubt more  
7 and more people are going to university and I would  
8 suspect since formula financing is in with a vengeance,  
9 they will be trying to get more and more bodies  
10 because of what that means. That may be an unkind  
11 comment also, but could I offer to you -- you know,  
12 that you can build the research libraries, not far  
13 from here -- if you can build the medical centre  
14 at McMaster, I think they have got room to worry  
15 -- more room than I have got to worry.

16 DR. McCARTHY: The other side of the  
17 coin is they have been saying that since I first  
18 started in education -- that the kids are getting  
19 poorer than the ones who came a few years ago, so  
20 I do not take that seriously.

21 MR. SINGLETON: You know there is a  
22 farmer in North Halton -- I have met him every year  
23 for the last twelve years, I think he must have  
24 started as a millionaire, because he has lost money  
25 every year since, and he is still operating in  
26 business. I expect the universities are much the  
27 same way -- they must have had a tremendous capital  
28 to begin with, because they have eroded it every  
29 year that I can remember.

30 THE CHAIRMAN: May I quote you to a





1 few of my friends?

2 MR.SINGLETON: Yes, I suspect you could.

3 DR.McCARTHY: That one on the cost of  
4 grade thirteen, you were saying it costs a lot more  
5 than the eleven hundred on the averaging out for  
6 grade thirteen people, -- if you got rid of them you  
7 would be money ahead -- on the other hand it is  
8 mostly academic in grade thirteen level, and the cost  
9 of your shops for lower students and so on, I have  
10 never seen a figure of the cost of those throughout  
11 and I just wondered what you think the differential  
12 might be in relation to eleven hundred dollars?

13 MR.SINGLETON: I would think you  
14 would be surprised if you did: an actual cost  
15 differential by looking at a specific series of  
16 schools. You must remember that you concentrate  
17 there your teachers of highest experience, of the  
18 highest qualifications and it is there also where you  
19 get many classes of a small size. As we move into  
20 grade thirteen, things of this nature, I suspect  
21 you will find I am satisfied I have found, and I  
22 suspect you may well have found, that the cost is  
23 significantly higher in that area, and you know, you  
24 could challenge me quite easily. I say that the  
25 major point of leverage is in the primary grades  
26 that we put our most highly qualified and our most  
27 costly teachers and our smallest classes in grade  
28 thirteen. And this is perhaps the inversion  
29 that the committee was worried about.

20 30 MR. RONSON: There is one more, Mr.





1 Chairman, it may be because of better communication  
2 and so on and what Jack McCarthy said, and there  
3 really isn't any difference in the amount of training  
4 that has to be given to our secondary school graduates  
5 when they go on to the colleges of applied arts and  
6 universities, but there sure seems to be a lot of  
7 smoke. What is your opinion -- how much farther  
8 really -- because of the nature of our training,  
9 because there are not common examinations, are there  
10 a lot more children that have to be given remedial  
11 work and is this going to cost us a lot more?

12 MR. SINGLETON: My difficulty in  
13 approaching this, of course, it is easy to give  
14 Jack's answer in the sense that Jack knows the  
15 reservations against it, and people have complained  
16 for ages about the poor getting poorer. There is a  
17 lot of smoke. I suspect we are victims to a degree  
18 of our own success. The sort of thing I am saying  
19 is, that more and more people are going to higher and  
20 higher levels of education. They are becoming more  
21 articulate because not only are they going to higher  
22 levels, but their participation in class work in  
23 discussion and so on, is becoming more adept and so  
24 on. They are keener in seeing, if you want, what  
25 society is about. Since they are articulate then  
26 they tend to be critics and they have a higher  
27 educational base -- so in a sense we are victims of  
28 our own success and therefore they can make their  
29 points much more elucid in any form.

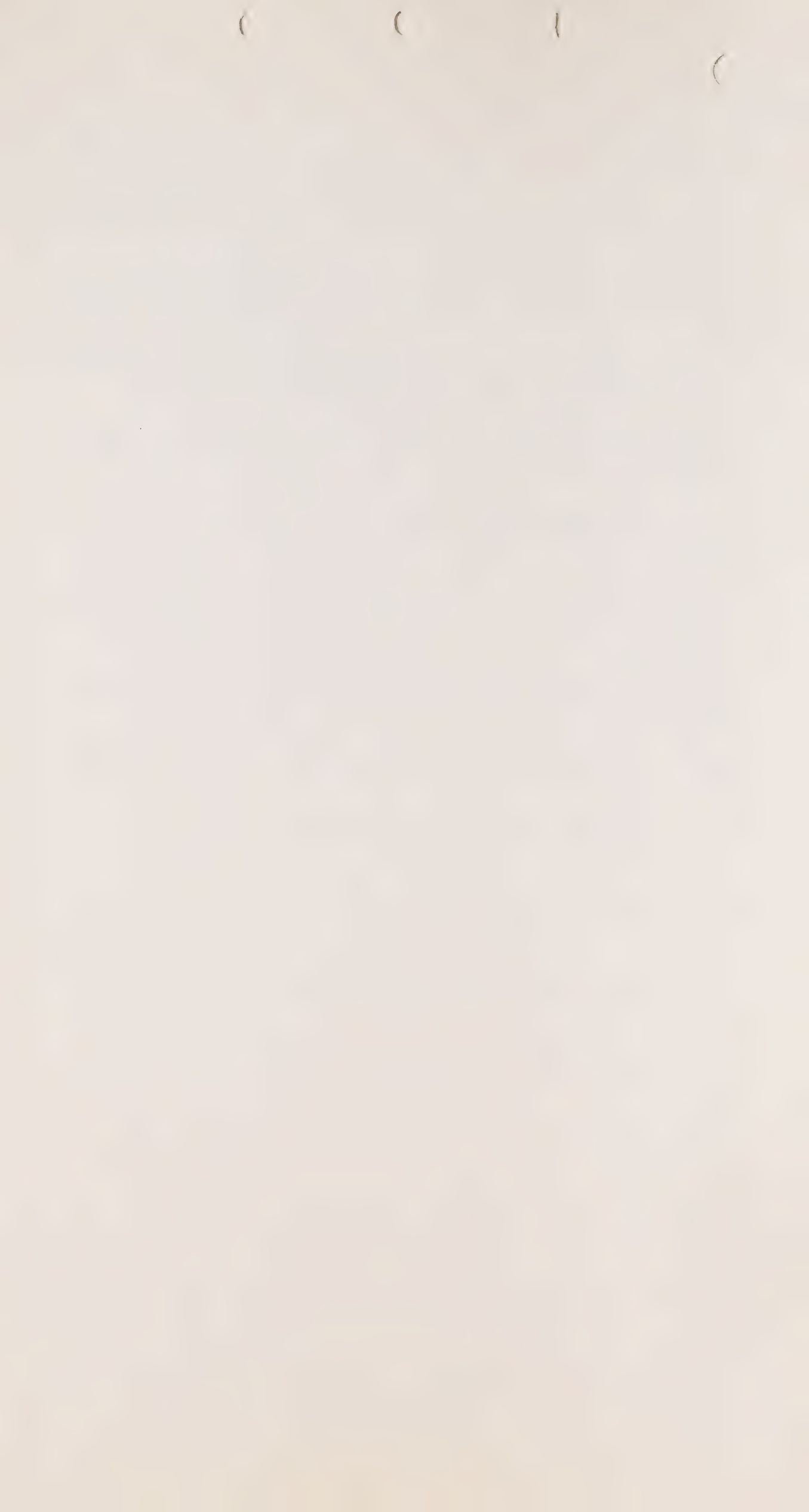
30 This is not to say there is nothing







1 wrong at all. All I am saying is, the deficiencies  
2 which in the main were largely there, are now being  
3 pointed out with exactness and exactness that was never  
4 there before. You know, the most dramatic evidence  
5 of this, you know, is in another government department,  
6 the Federal level, where successive ministers of  
7 Indian affairs have had considerable success. My own  
8 observation in dealing with Indians and in doing so,  
9 the criticism has arisen because in the Indian  
10 population -- they are more articulate, more clear-  
11 thinking. Their educational level is higher. They  
12 are more active in the activist sense and so on.  
13 So when Mr. Chrétien says, for example, that he is a  
14 victim of his own success, I believe it. In a much  
15 more dispersed way, I suspect than we are. It does  
16 mean that as you become more adept, people who  
17 previously would have dropped out are carried to  
18 increasing levels -- I would argue at levels beyond  
19 their understanding -- it is quite possible -- but that  
20 tackles this whole fundamental problem of the right to  
21 attend university, the right to higher education.  
22 Whether in fact the high schools should be the screening  
23 device that puts the label on, by its graduation,  
24 whether you go to University or not, grade thirteen  
25 did that -- it said you graduated from thirteen -- from  
26 high school, and then you are ready to go to university.  
27 The present system merely says you graduated from  
28 high school and the university has to decide whether  
29 in fact it is prepared to accept. They have not  
30 picked up that challenge. They have accepted





1 everyone with a graduation diploma and then said  
2 that they are not ready for university and of course the  
3 high school people are saying but of course we never  
4 said they were. That is where a lot of the smoke is  
5 coming from.

6 THE CHAIRMAN: We must get into this  
7 sensitive subject on how we raise money to pay the  
8 cost of education. I notice you have made the  
9 statement, the local property taxes is no longer a  
10 satisfactory base for any significant portion of  
11 education.

12 Now what proportion of education should  
13 we continue to raise by this method? We have had  
14 proposed to us that we discontinue it entirely, that  
15 all these moneys should be raised by income tax. Would  
16 you expand your thinking here, please?

17 MR. SINGLETON: You see the word "major"  
18 that the committee put in there. We have a feeling  
19 that property tax has certain advantages and those  
20 advantages ought not to be foregone, but it has  
21 certain disadvantages and you must mitigate against  
22 those disadvantages. For example, we made the point  
23 very clearly that it mitigates against elderly people.  
24 It mitigates against people on fixed incomes. I mean  
25 truly fixed incomes. And for these reasons exceptions  
26 in the universal property tax might be a good thing  
27 to make. In other words, carve out the property  
28 tax so that it fits more closely the ability to  
29 pay than is now evident. If you turn on a sales tax  
30 in defence of education or if you turn on an income

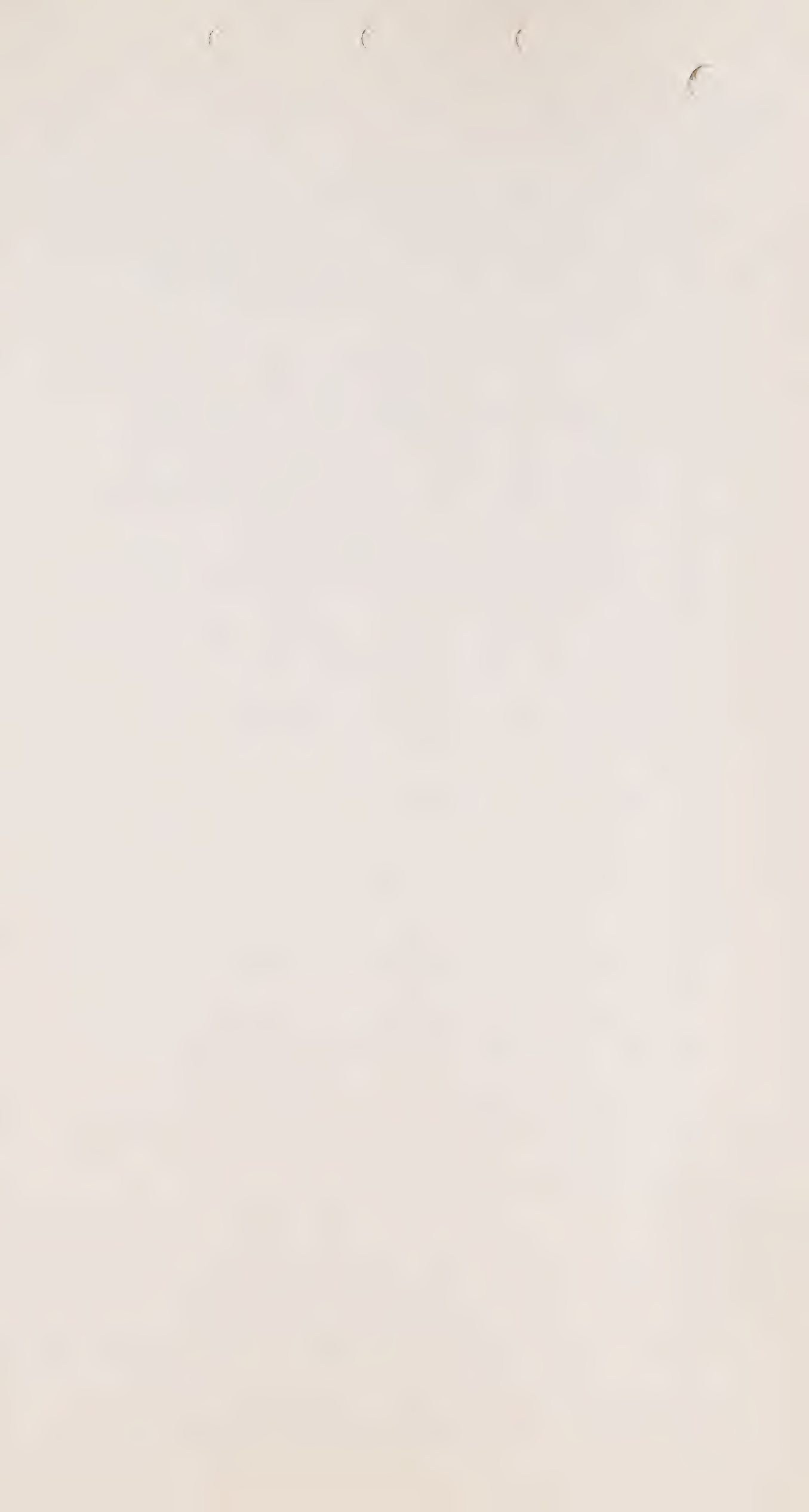




1 tax in defence of education, it still will operate  
2 with perhaps even less efficiency, but it will operate  
3 on a much broader base and have certain advantages  
4 than it has now.

5           If you buy the idea of a total service  
6 concept which is number three, I think, where  
7 education was one section of the total service concept,  
8 then it seems to me taxation other than property has  
9 to be brought into play because there is no way you  
10 can support totally or even in large measure those  
11 whole problems of social activity, health, recreation,  
12 community services generally, out of a straight  
13 property tax. I think the committee would be very  
14 anxious that property tax not be totally wiped out.  
15 But that it provide more services directly to homes  
16 in addition to that, it provide educational tax  
17 with the cut-off of people, as I have indicated,  
18 who ought not to be paying and that the rest come out  
19 of the revenue, the resource revenue, of the general  
20 revenue of the province. The reason for that is,  
21 in our estimation, that when these people grow up  
22 they contribute more to the general revenue of the  
23 province than to the community, the local community,  
24 where they were educated.

25           In other words, they are contributing  
26 on a broader basis. I am not too sure that a sales  
27 tax, locally oriented, is either the answer or  
28 an income tax locally oriented. In other words, the  
29 sales tax in the City of Hamilton going to education  
30 in Hamilton, would be a questionable point from my







1 point of view because I think the small towns, which  
2 would be a tremendous disadvantage -- where most of the  
3 purchasing and so on, go out of town -- I am talking  
4 about sales tax or an income tax over the whole  
5 province going to general revenue from which significant  
6 amounts come.

7 Now, if that were structured and we  
8 did get to the stage where, oh, twenty per cent or  
9 fifteen per cent of the local cost came out of  
10 property taxes, because we think that high  
11 visibility attracts ratepayer involvements, that we  
12 do not want to lose this idea of parent and ratepayer  
13 involvement at the local level, otherwise the election  
14 becomes meaningless.

15 Now if we got down to that kind of  
16 figure the question is a philosophic one, how much  
17 control is left to a local board. If you were buying  
18 something and knowing you are only going to spend  
19 ten cents on the dollar, how much accountability  
20 you would have as an individual trustee in that kind  
21 of context would be a very difficult question. We  
22 do have trustees and I have a number on the board who  
23 say and keep reiterating there is only one taxpayer,  
24 there is only one taxpayer; it doesn't matter how the  
25 money gets to the service, it has to come out of  
26 the same pockets. It is a very sound point of view.  
27 But, it is not that common when you are buying something  
28 and you are only paying ten cents on the dollar, can  
29 you expect a degree of commitment that you would get  
30 and the careful consideration --- so the papers are





1 saying don't wipe out the property tax, make it fit  
2 more closely and other sources of general revenue on  
3 a provincial basis -- this type of thing. The French  
4 program and other programs like that have to be  
5 funded nationally, because they are parts of the  
6 national policy, ought not to be either totally  
7 or local situations.

8 DR. McCARTHY: There is one question -  
9 he seems to be saying that we should get rid of  
10 the affiliates, the OTF, and have an Ontario Teachers  
11 Federation which would be all embracing but with  
12 interest groups internally to strengthen OTF in  
13 relation to the affiliates. I wonder if you  
14 could expand on that?

15 MR. SINGLETON: Well it appears to me  
16 in the past and I do not want to go into history on  
17 this type of thing, because history can be misleading.  
18 At this stage of our development, particularly since  
19 we are going to demand degrees for elementary school  
20 teachers, we are pressing the matter of integration from  
21 kindergarten  
22 /to thirteen, we are talking about basic Ontario  
23 teaching certificates, that the evidence seems to be  
24 in line with the fact that there ought to be one  
25 affiliate as there is in most other provinces. That  
26 interest groups obviously have to be allowed to  
27 collect. In other words, secondary school people  
28 have something to say to each other. I don't  
29 happen to think that what they have to say to each  
30 other is related only to the high issues of working  
conditions, salary and so on. There are other





1 things that they have to say, so that interest  
2 groups could well form outside of a strong central  
3 body which is strong by law anyway, but weak in  
4 practice. I do not like putting it that way, but  
5 the OTF really is not as strong as perhaps a  
6 number of us would like. It does not exercise all  
7 the powers perhaps we think it does. I have a  
8 distinct feeling we are in the stage in the province  
9 where one federation could be established.

10 MRS.FARR: How about having one  
11 ceiling then, for both elementary and secondary,  
12 instead of having the two amounts, which are quite  
13 different?

14 MR.SINGLETON: Well I have already  
15 made the point and documents~~make~~the point here, that  
16 the only thing that the ceilings came from was  
17 somebody's averages of past experience, without any  
18 attempt to sit down and I don't want to fault~~w~~ them,  
19 because you know, they live in a practical context too,  
20 <sup>without</sup>but/any attempt to sit down and say these things are  
21 important and these are less important, how are we  
22 to apply our money and our resources. I think  
23 there has to be one ceiling obviously.

24 MRS.FARR: Do you think it would work --  
25 a group this morning said they didn't know how it  
26 could work? Do you feel there could be a number  
27 figured out that really would work?

28 MR. SINGLETON: The only dilemma  
29 we would face, would be the separate school movement  
30 which would need protection against misuse if you want,







1 or misapplication of the funds they submit. The  
2 difficulty -- I don't see any reason why it cannot  
3 work out if those places that in fact do have ceilings  
4 -- it is true they have one federation, those  
5 provinces that do, they do have one federation and  
6 they do not get meekly involved in a separate school  
7 movement but other than those two factors of the  
8 federations and the separate school movement, both  
9 of whom might be protected, I see no prattical reason  
10 why it would not work.

11 MRS.FARR: It doesn't seem quite  
12 fair to the separate school grades nine and ten to  
13 be paid as elementary pupils in the separate school  
14 system, whereas if they were going to a public school  
15 they would come under the ceilings for the high  
16 schools.

17 MR.SINGLETON: Yes, but that is rather  
18 a simple approach Mrs. Farr, in this sense, that the  
19 public school system and I am using that, you know,  
20 as opposed to separate, has to support a number of  
21 activities and the separate school people either  
22 can't, because of the financial arrangements,<sup>or</sup>are  
23 unwilling to support it.

21 24 The whole movement, for example, of  
25 special education, the secondary education, is one  
26 the separate schools have not picked up for good and  
27 valid reasons, but are you asking for justice --  
28 justice is another word, and I will wait until a  
29 future date to see justice come.

30 MRS. FARR: Just to clarify your





1 statement there -- are you saying then really it  
2 would cost more to educate grades nine and ten in a  
3 public high school than a separate school?

4 MR. SINGLETON: In the range of  
5 services, yes, in my estimation. If one adds in the  
6 special vocational schools, for example, if one were to  
7 add in the schools for retarded, and all of the special  
8 services that actually go into the public-secondary  
9 school system, as opposed to a high school such as  
10 St. Michael's in nine and ten, I think the cost would  
11 be significantly higher.

12 MR. ARSENAULT: On position paper 6,  
13 page 3, item 3, I just don't understand what kind of  
14 capital contributions you are referring to. You are  
15 saying at the local level, school boards should  
16 participate in some equitable way in the capital  
17 contributions raised under subdivision agreements.  
18 The only contribution I know of is the 5 per cent land  
19 contribution which is to be used strictly for park  
20 and recreation and -- if <sup>cash is</sup> given in view of land then  
21 it is definitely earmarked for park and recreation  
22 and your municipality has to equip, maintain and  
23 provide those parklands -- it seems to me more of an  
24 expenditure than contributions from subdivider --  
25 however, that, I just cannot see what contribution  
26 a subdivider makes to the general fund of the  
27 municipality.

28 MR. SINGLETON: Well on page 2 I outlined  
29 and this is not a theoretical outline or exercise,  
30 I outlined the contributions and I checked with builders

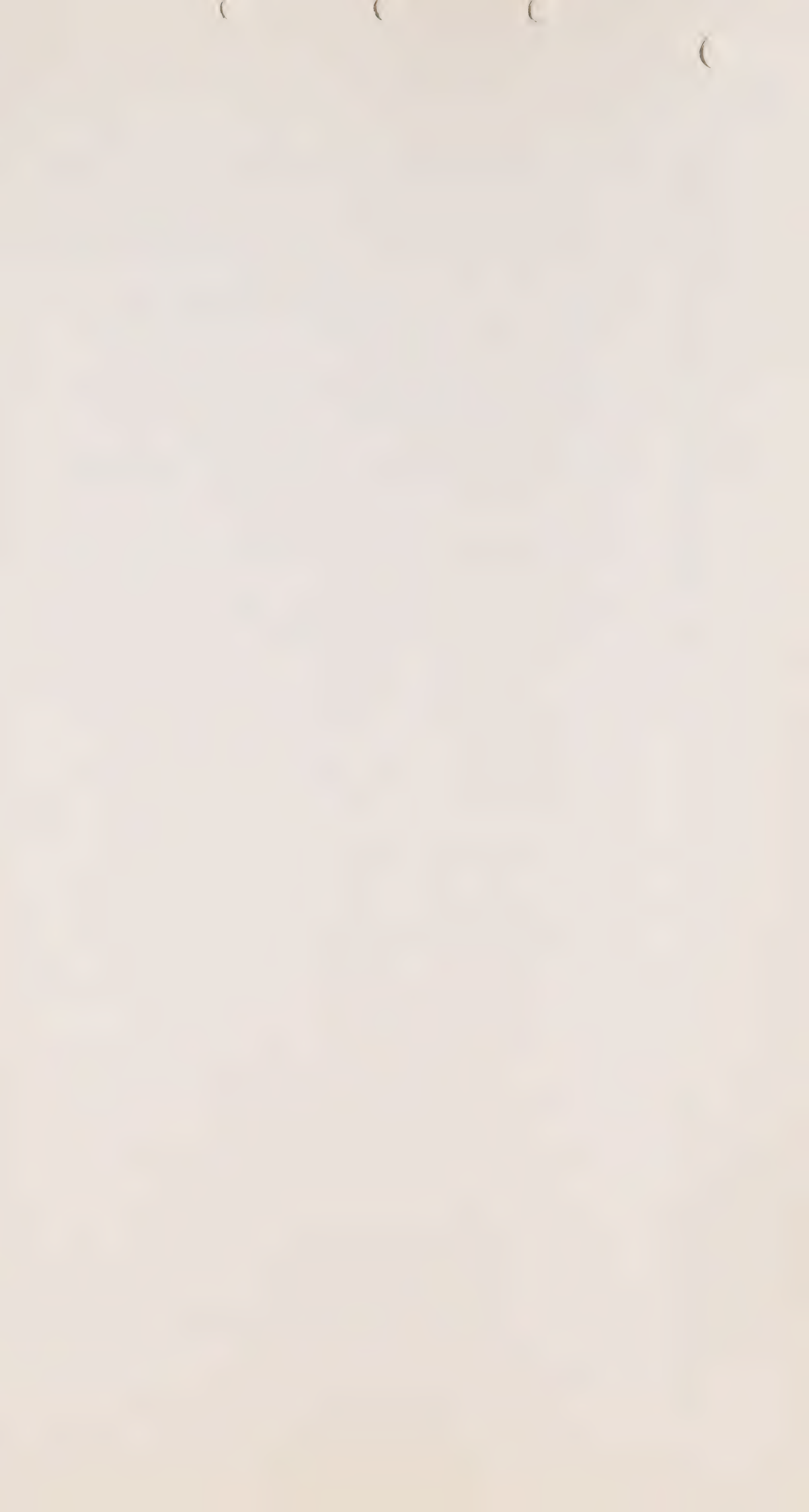




1 and our committee checked around and this is a modest  
2 arrangement that taking raw land, bought and to be  
3 brought into use a modest figure of forty-five hundred  
4 dollars a lot before you can get a building permit  
5 is quite common in this area. It includes the  
6 5 per cent dedication but most or many places have  
7 a capital contribution based on the kind of homes  
8 whether it is an apartment for example, row housing,  
9 or whether in fact it is a house, and in addition to  
10 that they have to put in the paving of roads, street  
11 lights and so on, in addition to that, and put in all  
12 services including water, sanitary storms, sewers and  
13 so on. This seems to me to be a major contribution,  
14 the major contribution, which if you want lightens  
15 the municipality's load, directly, that it has to  
16 carry, and in fact if you own a house in a subdivision  
17 in the Town of Burlington, you are paying about  
18 six hundred dollars per year to a mortgage company  
19 for things which in the main the municipality did  
20 twenty years ago. All I am perhaps -- all the paper  
21 is saying, in this then, --

22 MR. ARSENAULT: Yes, but if the  
23 municipality were to do it today, they would charge  
24 the homeowner on a frontage basis, a local improvement  
25 tax and then the owner has the choice of paying cash  
26 or going to the mortgage company if you wish. It  
27 could be true in some areas, but in my area I don't  
28 know --- unless a subdivider would request the  
29 municipality to do certain work --

30 MR. SINGLETON: But the local







1 improvement tax, if you take a look at it, in  
2 relation to present subdivision agreement -- that is  
3 dramatically different, dramatically different.  
4 We may be talking of an area, for example, in the  
5 areas around larger cities and so on, but these figures  
6 were proven to be quite average figures. In Peel  
7 county, Peel for example, are higher than this.  
8 Halton, in the southern part -- the northern part of  
9 Halton -- they are around these figures. It goes  
10 this way.

11 MR. ARSENAULT: But don't you think  
12 the homeowner is paying for it?

13 MR. SINGLETON: Oh I think the homeowner  
14 is paying for it. I quite well think he is paying  
15 for it. All this point is making though, is that  
16 the local taxation as boards have been expanding  
17 in their activities, and I list a number of these  
18 factors, the ceilings have been put on, the local  
19 councils have been losing assessment, justice, welfare,  
20 etcetera, to provincial or regional levels. There  
21 are no ceilings on them whatsoever. Let me give  
22 you just a perfect example of this type of thing.  
23 The Halton County Board of Education gave back about  
24 a million and a half dollars two years ago to the  
25 council in the Town of Burlington. There was  
26 of course, pro rated across the whole thing, we gave  
27 back a considerable amount of money, but Burlington  
28 was about a million and a half dollars. The board  
29 has taken the position it cannot afford to build  
30 swimming pools in high schools -- in actual





1 fact it says they are desirable but not necessary.  
2 Council immediately took the money, built a swimming  
3 pool, did everything it could to raise and in actual  
4 fact, filled the gap by raising the mill rate to  
5 what it was the previous year. This past year  
6 the mill rate for the taxation was lowered again  
7 from the board's point of view, and again the council  
8 moved in and filled the gap.

9 Now it was not lowered but by some  
10 pretty sharp operating at the local level, but  
11 increases in provincial grants and so on was part of it.  
12 All I am saying here in a sense is that in comparison  
13 at the local level, the board is suffering under  
14 ceilings and controls that local councils are not  
15 suffering under, and that when they get resources,  
16 perhaps we have to look at it on a community basis,  
17 rather than just the council's basis, versus Board of  
18 Education.

19 MR. ARSENAULT: Do you think the same  
20 thing would happen if property tax would be reduced --  
21 possibly a municipality would/keep the same level?

22 MR. SINGLETON: Do you mean the board  
23 would move in and assume the rest of it; in the nature  
24 of things that is not possible. We have to declare  
25 to them first, obviously, so that the mill rate at the  
26 local level can be established.

27 THE CHAIRMAN: I think what Paul said  
28 if you reduce their's, the council may not reduce  
29 their's.

30 MR. ARSENAULT: Well in Sudbury this





1 year the public school rate has gone down, the  
2 separate school rate has gone down, the same thing  
3 happened, they decided to build an arena, which is  
4 not a bad idea, but it is a shift of expenditure  
5 from education to ---

6 MR. SINGLETON: And everywhere under  
7 the coordinate community level of service, that is  
8 mentioned in one of the position papers here, where  
9 the total resources do go in, and are commonly  
10 expended that way, rather than being the product  
11 of a power play, if you want, or the give and take  
12 at the local level perhaps, would be a more rational  
13 approach adopted, but it is not that way at the  
14 present time.

15 THE CHAIRMAN: Would your group be  
16 prepared to answer some of the other questions that  
17 we have, if we submit them to you in writing and  
18 there may be other questions come up when we are  
19 completing our research --

20 MR. SINGLETON: We could do it that  
21 way, Mr. Chairman, or I think we would be available.

22 THE CHAIRMAN: Or either work with  
23 our staff --

24 MR. SINGLETON: That's right, they  
25 could transmit the questions or we could verbally  
26 discuss them, or if the committee wanted subsequently  
27 to have another half hour or so, we would be happy  
28 to help out.

29 THE CHAIRMAN: I would like to  
30 congratulate you on the excellent brief. I think you







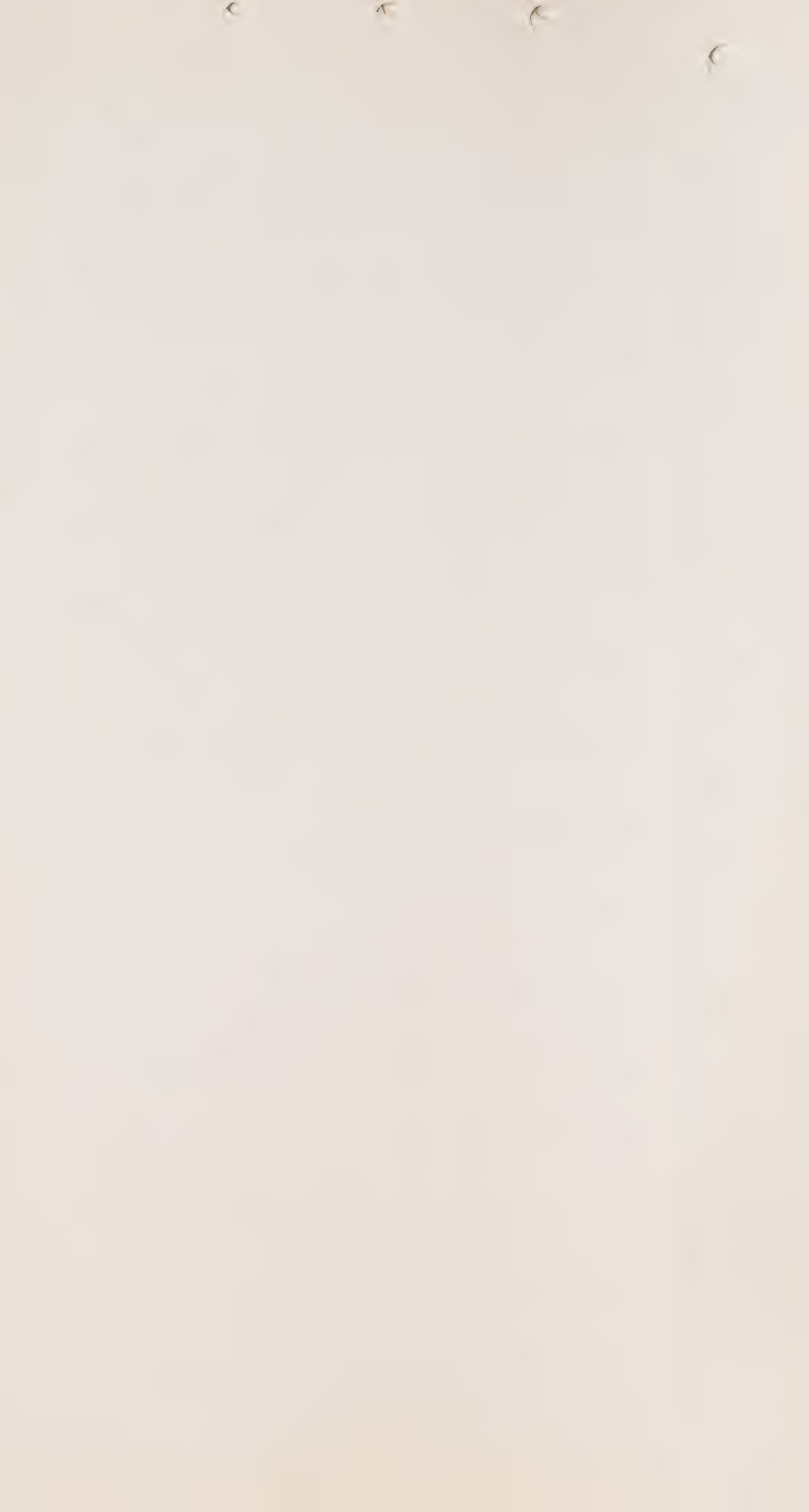
1 have mentioned most of the problems in the province  
2 in the field of education and before you get away,  
3 I would like to twist the tale of the directors of  
4 education a little bit. I have always enjoyed  
5 doing it.

6 You made a statement here -- your  
7 negotiations -- that boards should develop reliance  
8 on non-professional staff in negotiations. Now  
9 from my own experience as a trustee in the early 60's,  
10 directors of education are not very useful and  
11 at some times, I thought unsympathetic to the problems  
12 boards were having in those days. have  
13 of education changed so much that they can now  
14 be advisors as they should have been all along.

15 MR. SINGLETON: We can only discuss  
16 this in terms of individuals.

17 THE CHAIRMAN: I was generalizing a  
18 little bit.

19 MR. SINGLETON: Most directors in a  
20 sense that I come into contact with, are quite willing  
21 to participate in that kind of activity. The  
22 difficulty largely lies in the fact that many boards  
23 have operated over a great number of years with a  
24 lack of reliance. Now whether that lack of reliance  
25 in the professional staff came because the director  
26 on that board previously had not been willing to  
27 participate --- it is hard to say -- I suspect  
28 that at the present time that senior : officials  
29 not necessarily a director, because he cannot do all  
30





1 the things himself, but senior officials ought to  
2 participate fully on the board's behalf and clearly,  
3 cleverly -- what we are finding is that a number of issues  
4 are being given by the board to the professional staff  
5 saying, you discuss those. The board is preserving  
6 the right to discuss the salary schedules and  
7 responsibility allowances but questions that are  
8 peripheral to that the board is separating them, and  
9 very very frequently saying, look, we have got a  
10 transfer problem and it is a salary negotiation here,  
11 you take it, you take that, and they are cutting off  
12 large numbers and wherever this is being done, it is  
13 being satisfactorily resolved in the main. I foresee  
14 the time coming when as competence grows in this  
15 procedure that the board will take a less detailed  
16 role in the actual salary negotiations themselves.  
17 You must always have the overall roles to play, but the  
18 actual detailed role of spokesman and so forth, might  
19 well be --

20 MR. RONSON: I don't think the latecomer  
21 at the table was ever introduced to the committee.  
22 Mr. Jack Tummon, the president of the association.

23 MR. TUMMON: Thank you for listening to  
24 us. We said in our letter to Dr. McCarthy that Jim  
25 would do the talking. I really came to keep him honest  
26 and I might say he kept pretty honest.

27 THE CHAIRMAN: Thank you gentlemen for  
28 coming. It was an excellent and very helpful brief.  
29 Excuse me for twisting your tails just a little bit.  
30









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Toronto, Ontario

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THE ONTARIO EDUCATIONAL COMMUNICATIONS AUTHORITY  
BRIEF NO. 46

1  
2 THE CHAIRMAN: Would you introduce the  
3 members with you?

4 MR. COOK: Thank you very much, Mr.  
5 Chairman. Thank you very much for your invitation to  
6 appear before you. We have some members of our  
7 board with us here today, in fact one of them  
8 mentioned about half an hour ago, before he came in  
9 the room that perhaps we were the only poor people  
10 to appear before you, but that is a subjective  
11 viewpoint, and presumably it is for you to judge the  
12 objectivity of that statement.

13 Unfortunately the chairman of the  
14 authority is sick, and that is obviously -- he is  
15 going in the hospital today, and that is a melancholy  
16 fact for him and I feel rather unfortunate for me,  
17 because, he, Mr. Ide, played a very important part  
18 in the formulation of the document before you.

19 As I said, we have the members of our  
20 board with us. Starting from the left, Brother  
21 Maurice Lapointe, a principal of the De La Salle  
22 Secondary School in Ottawa, and a gentleman who has  
23 been very active in the affairs of the OTE.

24 Sitting next to me, Mr. Ed Brisbois,  
25 the school trustee and very well known in Toronto.  
26 He is also a highly successful businessman.

27 At the end of the table, Dr. Swanson, of  
28 the faculty of medicine of the University of Toronto.  
29 He is also a practising physician and has given me  
30 an extremely long name for his specialty, but I





1 understand it can be shortened to rheumatologist.

2 Also, Mr. Bowers, our general manager, Mr.  
3 Vamerich, superintendent in charge of research and  
4 development and sitting next to me, Mr. David Walker,  
5 who is our director of corporate affairs. He has been  
6 responsible and was responsible for the formulation  
7 and writing of the report in front of you, and so  
8 after the short synopsis by him, I was going to say  
9 we would be prepared but we shall endeavour to be  
10 prepared to answer any questions that you would like  
11 to put before us.

12 MR. WALKER: Rather than synopsis  
13 the report, which I am sure you have read, perhaps  
14 it would be helpful to comment on its various  
15 sections, because I believe there are things that  
16 are more easily said than written, things that perhaps  
17 rely more on impressions than on documentation.

18 Perhaps in that way, by going through  
19 the chapters, we can give you some feeling of what  
20 we believe is our outlook and our constraint.

21 I think a number of people are confused  
22 about what educational communications are. There  
23 seems to be no convenient short description of twenty-  
24 five words or less that we can invoke to help you  
25 or to help ourselves from time to time because it is  
26 an evolving occupation. One way to put it, is  
27 that educational communication deal in ways to  
28 express transactions between teachers and learners.  
29 The transactions take many forms, some of which are  
30 described in the brief, and others, largely those in



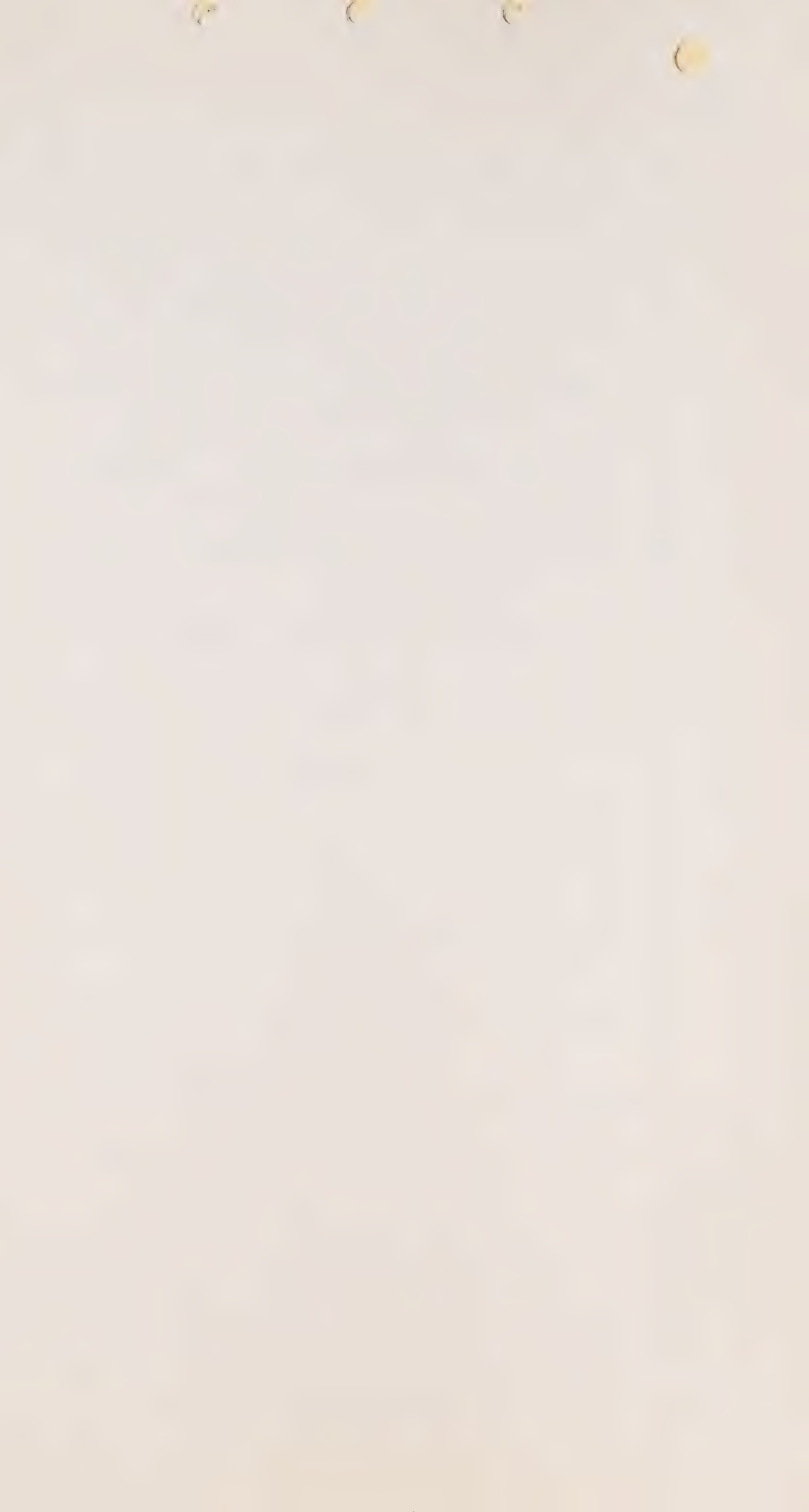


1 the secondary area, which have been quite overlooked  
2 by the document itself.

3 The second chapter in the submission  
4 deals with the history of the authority, but what  
5 it perhaps does not say is the way in which the  
6 authority came into being at a time when I think many  
7 people would agree the public were ready for this  
8 particular instrument in education. It had been  
9 become apparent in the late '60's, that television  
10 was the prime source of information for most people,  
11 having surpassed newspapers. It became in effect,  
12 a kind of cultural imperative. In that sense  
13 the educational system of the province, in creating  
14 that authority, was responding to a social imperative.

15 It also happened to arrive on the  
16 scene about the same time that the development of  
17 recording machines, to record television programs  
18 became an economic possibility for a generality  
19 of people. They became available at a price where  
20 institutions could afford them in numbers that  
21 perhaps they could not afford before that time.

22 The limitations of broadcasting in  
23 education had been perceived from time to time, as  
24 being, as arising from the difficulties of school  
25 schedule as opposed to the broadcast schedules.  
26 Teachers sometimes were unable to find the kind of  
27 programming that they wanted, and to use it when  
28 they wanted it. With the arrival of the cheaper  
29 recording machines, new possibilities were open to  
30 teachers to use programming, distributed by







1 broadcasting when they wanted it.

2 I will draw to your attention later  
3 the new service being offered by the authority which  
4 responds to the increasing numbers of those machines  
5 in the schools.

6 The third chapter is concerned with  
7 listing the kind of services currently provided  
8 by the authority. What it does not say is the  
9 extent of the involvement of classrooms of students  
10 and enough teachers in the programming. It lists  
11 the number of hours each week that are carried by  
12 networks that are broadcast by various transmitters,  
13 indeed hours of material that are provided to very  
14 isolated schools, sometimes by very exotic means.  
15 For example, by wheelbarrow over tracks through the  
16 bush. But what is behind the actual use of those  
17 programs is not telegraphed in any sense. For  
18 example, there is one program that we have described  
19 at some length in the introductory chapter, a program  
20 called Moon Vigil, where only five minutes a day  
21 is broadcast, but the classrooms using that program  
22 will use up to forty minutes a day in exploring  
23 what is laid out in the kits and other material  
24 distributed with the program. This is becoming  
25 increasingly true of the kind of learning systems  
26 which the authority is increasingly involved with,  
27 and wishes to be involved with.

28 The other thing to mention in connection  
29 with this chapter on services, is the library and  
30 programming which has been built up, five thousand





1 programs now, which is accessible to classrooms  
2 not only through the network and packages that are  
3 supplied to cable companies or directly to schools,  
4 but through a newly introduced service represented  
5 in a catalogue which we will be glad to provide you  
6 with, which has been distributed to all of the  
7 schools in the province. This catalogue lists  
8 five hundred titles which are immediately available  
9 and available at a price of about three dollars per  
10 program, if the school supplies the tape to us.

11 This means that the uses of these  
12 materials on demand has become a greater possibility  
13 in the province than when schools merely had to rely  
14 on electronic distribution.

15 The fourth chapter is concerned with  
16 the use of programming in schools and therefore is a  
17 measure of the acceptance of the program. It points  
18 out that almost all schools in the province now  
19 have sets. Most of the schools in the province  
20 are within reach of either the network services or  
21 our own transmitter, and that increasing numbers of  
22 schools now have the recording machines described  
23 earlier. As a matter of fact, new figures have  
24 been made available to us since this report was  
25 distributed. For example, we mention that about  
26 10 per cent of elementary schools did have a  
27 recording machine at the time when the brief was  
28 submitted. This is now up to around thirteen per  
29 cent. I think it is notable that those machines  
30 and those sets now have to be provided by the initiative





1 of local schools jurisdictions. They are not  
2 provided now through provincial grants.

3 Therefore, our measure -- the increasing  
4 numbers are a measure of the willingness of schools  
5 to use the programs.

6 You will also find there that  
7 approximately twenty million viewings of our programs  
8 took place in schools during the year. This means  
9 that very large numbers of students were spending  
10 time in the process which our programming initiated,  
11 and in addition we believe that somewhat more than  
12 a hundred thousand adults every day watch the school  
13 programs.

14 In Chapter five, we give a breakdown  
15 of the types of programming that we do, and we  
16 describe some of the qualities that we believe these  
17 programs bring with them. Including opportunities  
18 to support new approaches to learning -- for instance  
19 the possibility of small group interaction and so  
20 on -- in a sense those qualities represent the  
21 justification for what is being spent, but they also  
22 are a measure of what we are beginning to discover  
23 can be done through this particular approach to  
24 education. We are convinced that these qualities  
25 are at work in the educational system of the  
26 province, but we are just beginning to know what  
27 the real possibilities are.

28 I draw to your attention that this is  
29 a young organization. It is about two years  
30 old. It is also a very new field as far as research







1 is concerned. The interaction with the media  
2 is a subject far from understood and we are attempting  
3 through our research and development division to  
4 know more about that aspect of education.

5 At the end of that chapter we point  
6 out that when communication systems are invoked in  
7 any study a very broad effect is often created by  
8 looking at the communication system itself. You  
9 find yourself looking at many of the dimensions of  
10 the system which you did not at first anticipate.  
11 You will consider the administration and of course  
12 the cost as you are doing now.

13 The sixth chapter is concerned with  
14 some of the rather crude economic yardsticks that can  
15 be applied to the kind of enterprise we represent,  
16 and is a way in which to judge the social framework  
17 in which educational communications must take place,  
18 namely the kind of allocation resources that could be  
19 applied to what we do as contrasted to what might be  
20 done in the general education area.

21 I draw your attention to two qualities  
22 of the economics of this particular sort of work  
23 that are indicated there.

23 24 One is that the cost per learner will  
25 fall as the broadcast of distributed hours increases,  
26 because of the number of options open to the user  
27 increases due to the circumstances and because with  
28 the recording machines, those I talked about earlier  
29 being available, the learner can store materials  
30 and use them when he wants to.





1                    Secondly, the cost per learner will fall  
2 as the number of students using this kind of system  
3 increases and as I have mentioned before we feel  
4 that the use of our programs is steadily and rather  
5 dramatically increasing.

6                    We also point out there, however, that  
7 the use of all authority programming is dependent  
8 on the decision of the teacher and the individual  
9 school. We do not do direct teaching. Everything  
10 we do is complementary to what the teachers themselves  
11 do. We appear in the classroom only at the invitation  
12 of the teacher.

13                   So that the number of students at any  
14 time using our program service is dependent not on  
15 some sort of directive on the part of the province,  
16 but on the needs felt by the individual teacher.

17                   In the seventh chapter there is a look  
18 at typical direct costs for a number of our programs.  
19 These happen to be programs which are most frequently  
20 used, and the point we make there is not the cost  
21 per thousand in the usual commercial broadcasting  
22 sense, but the cost of providing particular kinds of  
23 service per thousand students. For example,  
24 mathematical relationships is a relatively expensive  
25 project as compared to the others, but there is no  
26 way in which the process of mathematics as described  
27 in that particular series can be brought into the  
28 classroom in any other form than this particular  
29 one. It is an animated series which contains ideas,  
30 that can only be shown through animation and are





1 therefore beyond the capabilities of blackboards and  
2 paper to describe. So in paying more money for that  
3 series you are buying something that is uniquely  
4 possible.

5 The chapter also concludes by pointing  
6 out that there may be an optimum size to this kind of  
7 enterprise and that the optimum size may be related  
8 to the continuity of effort which the province wishes  
9 to put into it. Quite frankly one of the difficulties  
10 in American Educational Television about which I know  
11 something personally, is that it is a revolving  
12 door. People have short term commitments to what  
13 educational <sup>communications</sup> can do, and in many American  
14 jurisdictions -- many American jurisdictions and in  
15 this country what is happening in Ontario at least  
16 is to begin to construct a professional capability  
17 to serve education through communication devices..

18 In the eighth chapter, really a summary,  
19 it tries to give a setting to what we do as a provider  
20 of a social experience of a particular kind. We  
21 believe that we have an educational point of view  
22 that we are concerned to provide experience to children  
23 increasingly experience with children and teachers  
24 can select between a variety of options for their own  
25 use. We do not see ourselves as a well of  
26 information that can be drawn on, but something rather  
27 more complicated and rather more difficult to do.  
28 We feel that this may be one of the more contemporary  
29 aspects of education in the province that people  
30 at home, students at home, teachers at home,







1 increasingly rely on the electronic media for their  
2 sense of the world and we are providing them with  
3 a continuity of that experience bordered in an  
4 educational context for classrooms.

5           There is also a comparison, a very crude  
6 one, I am afraid, with film, as an alternate means  
7 of distribution. The -- we point out there that  
8 some of the advantages of the electronic form of  
9 communication that we represent, that the cost is  
10 lower and that the opportunities for response to  
11 changing educational requirements is present in  
12 the electronic form and not in the film form which  
13 is more of a capital investment, if you will, a  
14 piece of film represents a commitment which a  
15 piece of tape does not in dollar terms, as well  
16 as in the necessity to amortize that over a  
17 period of time.

18           So with those remarks, Mr.Chairman, I  
19 will leave my summary and open the group to questions.

20           THE CHAIRMAN: Thank you. In your  
21 second year of operation -- you are in your second  
22 year -- what was your budget the first year?

23           MR. WALKER: Ten million nine.

24           MR.BOWERS: Ten million nine was the  
25 second year. The first full year was really a  
26 consolidation between the ETV branch and the OECA  
27 which operated for three months and was slightly in  
28 excess of nine million dollars. The current year  
29 we are in now it is twelve million eight hundred  
30 and eighty-eight thousand .





1 THE CHAIRMAN: What percentage of your  
2 budget now would be for assumed obligations that you  
3 had to take over, that you mentioned in here?

4 MR. BOWERS: We estimate we are devoting  
5 approximately 53 per cent of our budget to the  
6 in-school area, the pre school and kindergarten to  
7 grade thirteen -- now I am not sure if I am answering  
8 your question directly, I am not sure if I can answer  
9 your question directly, in the sense that the OECA  
10 evolved from the ETV branch -- I am not sure if you  
11 assumed obligations from the ETV branch?

12 THE CHAIRMAN: Well you said you had to  
13 take over certain programs when you started. These  
14 were an obligation assumed by your authority. I am  
15 just wondering what percentage of your total budget  
16 those assumed obligations were?

17 MR. BOWERS: The estimate is in the  
18 current year those obligations would be nine million  
19 dollars. That includes the operation of channel 19  
20 and our other distribution systems as well as the  
21 production of programs.

22 THE CHAIRMAN: Would you have an  
23 organization -- I know you have one here -- complete  
24 organization chart that could be made available with  
25 the job descriptions of people and salary?

26 MR. BOWERS: Yes. We will submit that  
27 to the committee.

28 THE CHAIRMAN: Would you submit that  
29 please, to our staff.

30 I have to admit that yours is a rather





1 unique organization and it is somewhat difficult to  
2 assess. It is easy to measure input in terms of  
3 dollars, but output is a more difficult thing to  
4 measure. How would you suggest this committee measure  
5 output and form some judgment as to what quality ---  
6 the quality of the product for the amount of dollars  
7 -- how should we go about it -- by what criteria  
8 would you like to be judged?

9 MR. WALKER: Well I assume you have the  
10 same problem there that you might have generally  
11 that what you want to get at is educational  
12 achievement ultimately, and that is something that  
13 is difficult to deal with. We can probably be surer  
14 about the number of uses to which our programs are  
15 put than we can be with other kinds of data that  
16 might be developed. When we say nineteen million  
17 viewings we have some confidence in the source of  
18 that figure, and one can apply that to the total  
19 cost of operation but you understand what the per  
20 unit use might be through the province.

21 Now how that is to be compared with  
22 textbooks, the cost of schools, or whatever, is much  
23 more difficult.

24 THE CHAIRMAN: Then you see the  
25 problem we have.

26 MR. BRISBOIS: You have a real problem,  
27 because the quality of the programming cannot easily  
28 be measured. It is either good, bad or mediocre.  
29 This is easy, but the effect of the quality on the  
30 learner places you just about in the same position







1 that you are measuring any other kind of education.  
2 How do you measure the end result.

3 THE CHAIRMAN: I guess there is not  
4 much of this or much of that done.

5 MR. COOK: We are facing much the  
6 same kind of problem. The board has been very active  
7 in this just recently. The same kind of problem  
8 about how we go about extending the service throughout  
9 the province to try and bring about some kind of  
10 equalization of what we provide. At the moment the  
11 area around Toronto which is of course much more  
12 completely served than for instance the north-west.  
13 However, when you look at the south central region as  
14 we call it, around Toronto, the cost per head is  
15 something in the teens of cents. This is strictly --  
16 talking about simply putting up a transmitter and  
17 devices to cover that various area of the province.  
18 As I say south-central Ontario is somewhere in the  
19 tens of cents, but when you get to the north-west  
20 my recollection is that it goes up to twenty dollars  
21 per head. Now I could get the precise figure for  
22 you, but it varies that much which does not mean to  
23 say of course that the north-west requires more or  
24 needs our services less than this particular area, but  
25 this is the kind of problem the organization is  
26 faced with. How do you assess the requirement in any  
27 particular area.

28 DR. SWANSON: Quite apart from the  
29 actual achievement of knowledge a person might have  
30 to answer in an examination. The mere ease that you





1 can assemble on television -- the tremendous  
2 amount of information -- speaking as a doctor, if I  
3 want to produce a health program and we are just  
4 beginning to scratch the surface of this remarkable  
5 medium, where we can mass distribute knowledge, if  
6 I use the phrase television teaching as opposed to  
7 televised teaching there is a very great difference  
8 there -- televised teaching is a talking habit --  
9 maybe a very intelligent personality -- but television  
10 teaching where you can assemble all the information  
11 and put it into one package -- if you wanted to tell  
12 the public what happened in heart disease, if you  
13 were to give a demonstration with one teacher,  
14 you would have to have a patient, you would have to  
15 have a heart valve, the x-ray, the pathologist's  
16 specimen, cardiogram -- it would take you about a week  
17 to get it together, but I can't just associate this  
18 to a school -- as I am not an expert -- but in the  
19 medical explanation I can. If one wanted to give  
20 that altogether, one would have to do it just once, put  
21 it on video tape and you can use that video tape  
22 again and again, so that is very effective. It is  
23 much cheaper to do it that way than it is to have the  
24 teacher spend a week of his time preparing something,  
25 so that quite apart from measuring what the end  
26 result is in learning, the end result in preparation  
27 is very much cheaper. It is a different way of  
28 looking at it.

29 THE CHAIRMAN: Looking at some of your  
30 cost figures, the cost to produce certain programs





1 -- page 7 -- VII-1, these costs seem to me to  
2 be extremely low. How do you compute direct costs?  
3 What do you put into your direct costs?

24

4 MR. WALKER: This is the cost -- all  
5 of the ingredients of the program -- less the  
6 administrative costs and spread over a five year  
7 period, so that the total direct cost are the costs  
8 in the first column multiplied by five, --

9 THE CHAIRMAN: The first column is  
10 your total cost?

11 MR. WALKER: Total direct cost per year,  
12 but there are five years assumed here, so one must  
13 multiply each of those figures by five to get the  
14 cost of the series, the direct cost of the series.

15 DR. MCCARTHY: Total direct cost of  
16 the series in that first column will be twelve  
17 thousand?

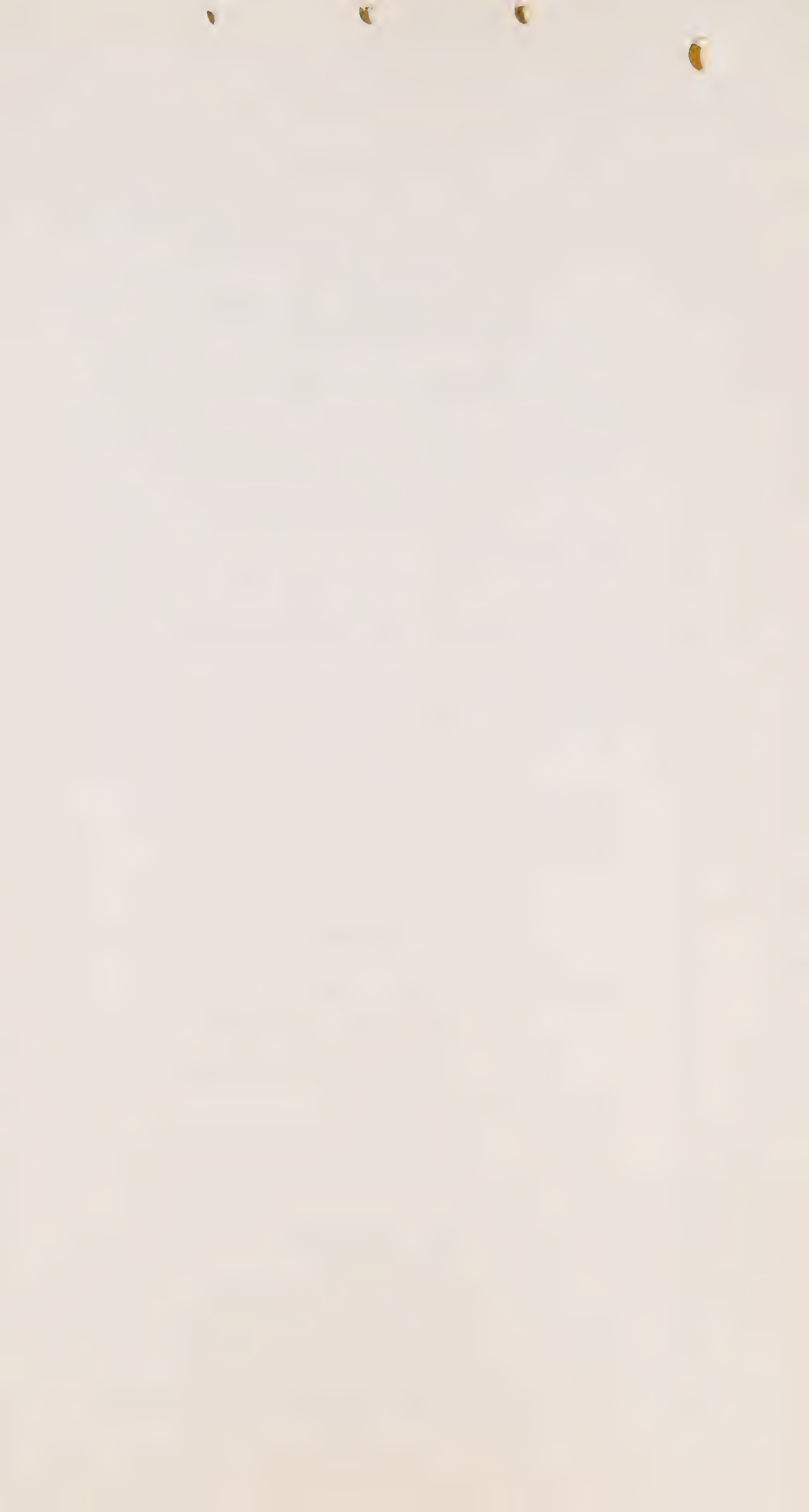
18 MR. WALKER: That is correct.

19 THE CHAIRMAN: Are you producing most  
20 of your programs in a studio, union crews?

21 MR. WALKER: We are unionized, yes.

22 THE CHAIRMAN: Are you using free lance  
23 talent or permanent staff?

24 MR. WALKER: We have collective  
25 agreements with a consortium of educators and  
26 performers and with Nabet which is the bargaining  
27 unit for technical employees and some production  
28 employees. Now we do not own any studio -- we  
29 rent studios and we do that quite deliberately  
30 because it avoids the very considerable overhead





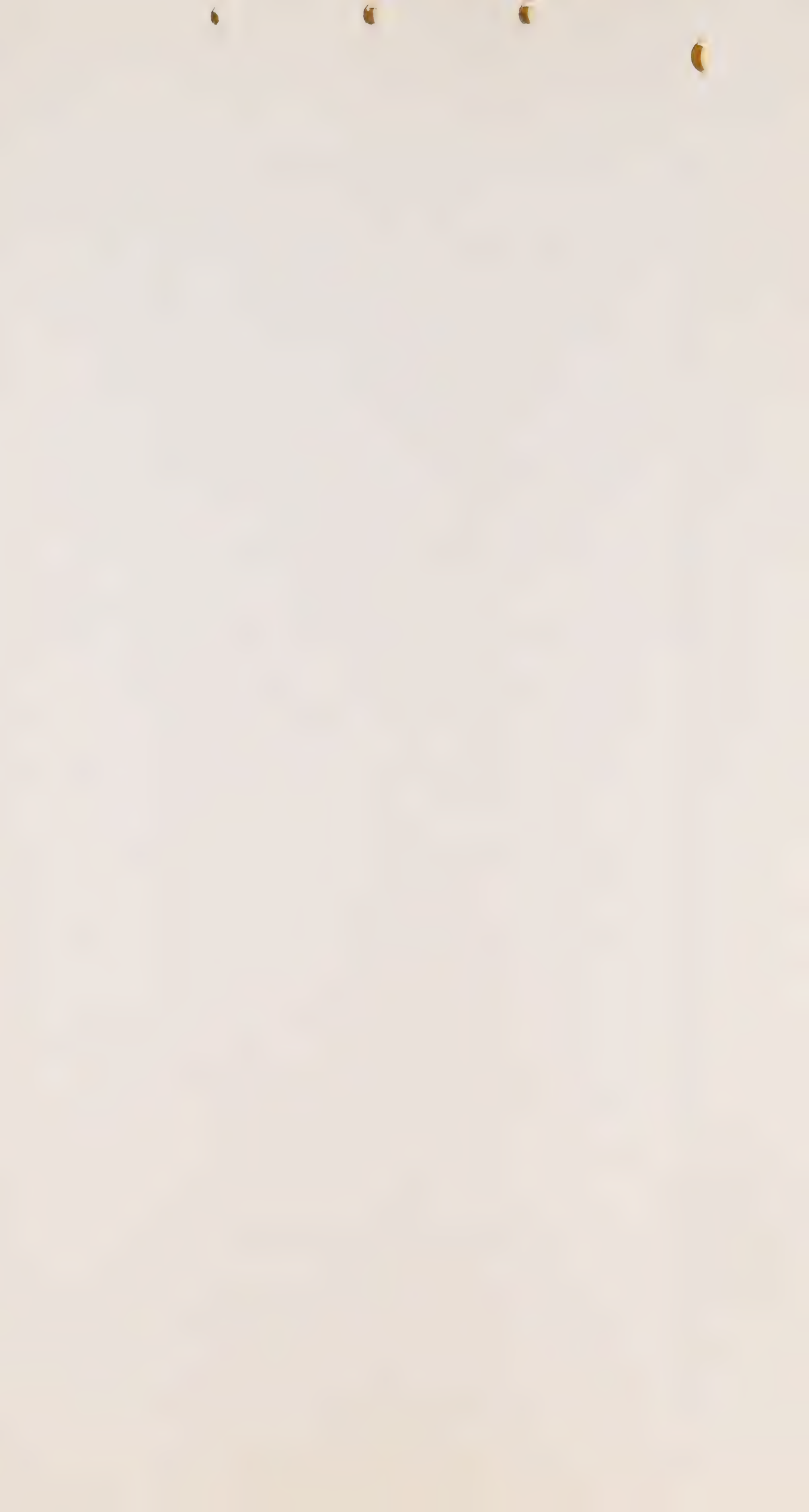


1 cost to the organizations that own their own studios.

2 MR. RONSON: I wonder if I can  
3 summarize what I have been hearing, so that I can  
4 understand and maybe the rest of the committee if some  
5 of them are confused, as to where you are going,  
6 I gather from what you have said that your major  
7 problem is the problem of the timing of the broadcast  
8 with the classroom need. Perhaps I had better  
9 finish my story, and that one way of doing this  
10 is recorders which 13 per cent of the schools have.

11 So what I was wondering about is the  
12 cost of these recorders and how much extension there  
13 can be made on these costs in the light of the  
14 difficulty of the boards getting information or at  
15 least getting the money at the present time, and the  
16 second part of the question, whether you have any  
17 ways of testing with the teachers what is actually  
18 going on; in other words, could you go to the  
19 Woman Teachers' Federation or the OSSTF or someone  
20 like that and ask them in some way to take a survey  
21 or to make available to you people, who are teaching  
22 in the classrooms, so that you could test what  
23 actual use is being made of this, and how effective  
24 it is?

25 MR. WALKER: Well it is true that 13 per  
26 cent of elementary schools have the recording  
27 equipment, close to 80 per cent of secondary schools  
28 have recording equipment. The evaluation of  
29 programs is done in several ways, but most notably,  
30 by means of the survey which is conducted three times





1 a year on the basis of questionnaires which are  
2 provided at the back of this report here. These Education  
3 questionnaires are sent outthrough the Ministry of/  
4 and the response is rather substantial. We hear  
5 from better than 70 per cent of schools in this  
6 way, and the response is very detailed. I think we  
7 heard from something like seven thousand teachers,  
8 -- seven thousand teachers in detail, about the  
9 programming they used in their classrooms as a result  
10 of this kind of survey in the past year, and the  
11 volume of response from teachers and from schools  
12 has been increasing in response tothis survey as the  
13 survey becomes part of the routine in the schools.  
14 So that there is a fairly quick feed back, and rather  
15 detailed one, in that way. Then again, we test  
16 individual programs and monitor the results of these  
17 programs in actual use. Many programs are pre-tested  
18 for -- before their release to schools, so that  
19 the educational cues they contain are properly placed,  
20 placing the exact word and so on.

21 Sometimes that is a very time-consuming  
22 occupation. For instance, one series we are  
23 currently broadcasting took better than two years  
24 to prepare and pre-test in that way. The programs  
25 I should mention are generally constructed by a  
26 process which takes about ten months. It begins  
27 with the survey of a general topic area, by means  
28 of what could be called plenary committee. If the  
29 field is mathematics teachers who have a special  
30 interest in that field are brought together from all





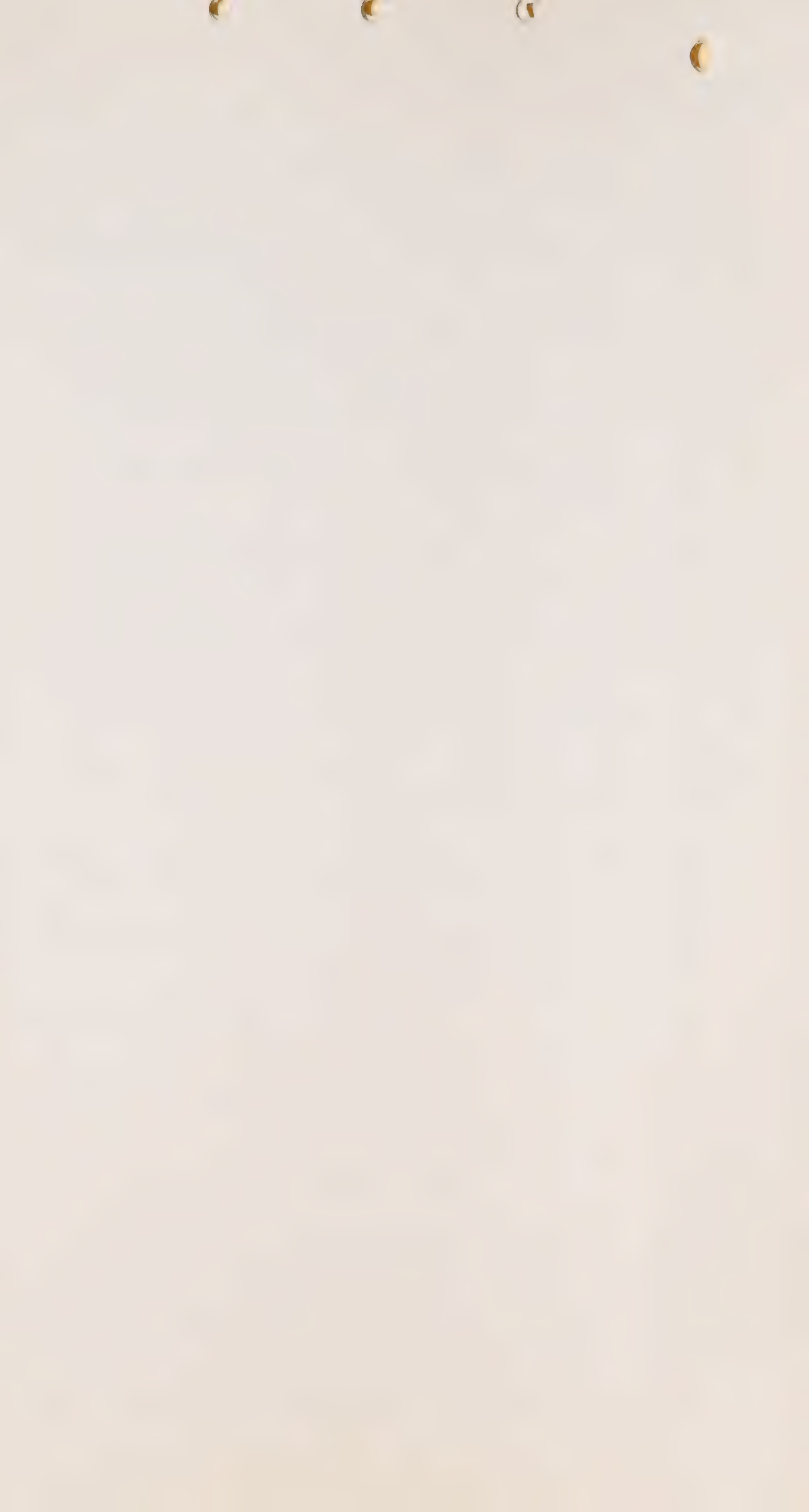
1 over the province and they identify what the  
2 particular requirements may be in that field. After  
3 that smaller details, smaller committees with detailed  
4 concerns for programming are assembled from teachers  
5 and from the Ministry of Education and these people  
6 work on very carefully calculated prescriptions for  
7 what is to be produced. Very often there is a  
8 testing interval after that, and then the program  
9 is produced and aired.

10 Now they are also subject to annual  
11 revision. The supplementary materials that go with  
12 programs are revised almost as a matter of course  
13 every year, according to the feed back that has been  
14 received from schools. The programs themselves  
15 may be revised. For example I know of one series  
16 that has over a period of five years been  
17 substantially changed by physical editing, according  
18 to the requirements of schools, so it is a dynamic  
19 process, it is not a static one, over the five year  
20 life of the average program.

21 THE CHAIRMAN: Is this pre-testing on  
22 children or for impact retention?

23 MR. WALKER: Yes, all of the dimensions  
24 that one would expect.

25 DR. McCARTHY: Could I ask you in  
26 connection with your survey of the seven thousand --  
27 what number of teachers have access to the telecast  
28 one way or another -- I should/maybe have access  
29 to your programs one way or another -- what have we  
30 got in excess of a hundred thousand teachers in total





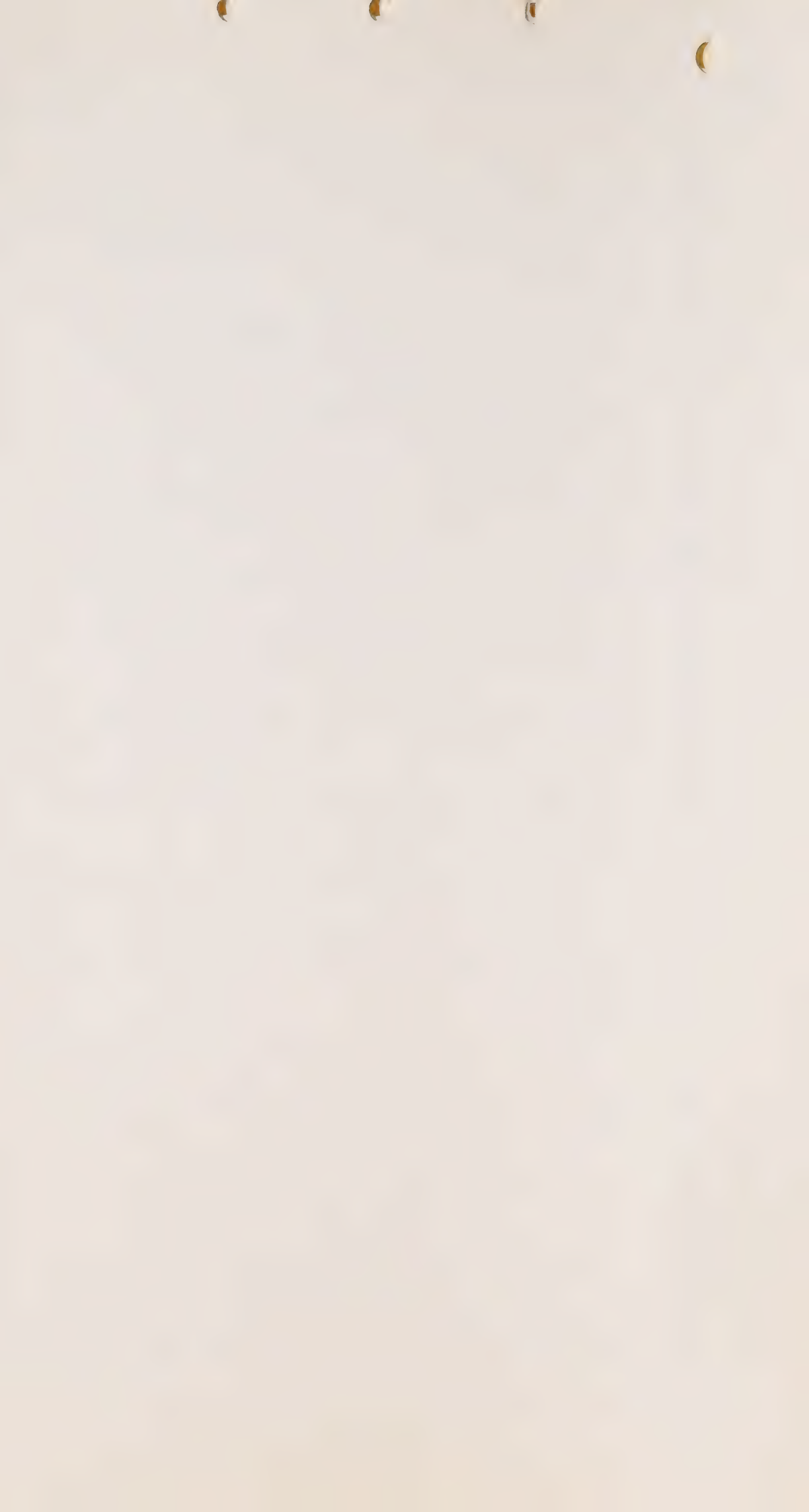


1 in the province, what proportion of those would be  
2 able to avail themselves of the programs and what  
3 proportion of the total does that seven thousand  
4 represent?

5 MR. VAMERICH: According to our  
6 winter survey, 98 per cent of all elementary and  
7 public schools in the province 98.2 of all  
8 separate, elementary schools in the province have  
9 at least one television set. 98.6 French speaking  
10 schools have television sets, and 95.7 secondary  
11 schools have television sets. The average number  
12 of television sets per school was  $6\frac{1}{2}$  per cent,  
13 secondary schools 3.6, French speaking schools  
14 2.9 for elementary schools. That is the number of  
15 television sets as well as the number of schools having  
16 access to -- it is continually growing -- in fact it  
17 is almost at near saturation.

18 DR. MCCARTHY: I think it is important  
19 to know what that seven thousand means in terms to the  
20 response. Are you saying it is about 7 per cent,  
21 the response?

22 MR. VAMERICH: The survey is conducted  
23 in the following way. We are sending out a form  
24 for a school principal with a number of teachers  
25 forms, which is more or less a half of the average  
26 amount of teachers employed by a secondary or an  
27 elementary school, and the seven thousand forms  
28 returned -- that is the number, the total number of  
29 forms we receive usually to these from all the  
30 three services.





1 MR. WALKER: So the base for that  
2 would be half of the teachers in the province.

3 MR. VAMERICH: That's right.

4 DR. McCARTHY: Why would it be half  
5 if 97 per cent have sets or access to sets?

6 MR. WALKER: Only enough forms are  
7 provided with the principal -- in the letters to the  
8 principal -- to cover half of the teachers in that  
9 school, so the maximum would be 50 per cent of the  
10 teachers in any given school, and it is entirely  
11 voluntary, the response, by no means mandatory.

12 DR. McCARTHY: But that makes it  
13 there what I would have judged -- seven -- 15 per  
14 cent is that right?

15 MR. WALKER: Yes, and if you compare  
16 that you can't really -- but the usual response to  
17 direct mail I would say is rather significant.

18 DR. McCARTHY: I am not trying to  
19 minimize the importance, but I think it is well to  
20 establish what percentage we are talking about.

21 THE CHAIRMAN: Gentlemen, would you for  
22 our study, at a later time, give us your method of  
23 computing direct costs and how you compute charges  
24 for certain programs and services to boards. Is it  
25 self liquidating or percentage of the costs ---

26 MR. BOWERS: In our normal distribution  
27 we do not charge the boards for our programs. We  
28 do offer this individual program service for -- where  
29 boards can order copies of programs and on video  
30 tape, and in this particular case we charge a rate





1 which represents our direct cost recoveries to make  
2 copies of the programs. It is really a nominal  
3 charge. It works out to ten cents a minute for half  
4 inch video tape and eleven cents a minute for one  
5 inch video tape, plus the cost of video tape, which  
6 the boards can either supply on a recycle basis or  
7 we can supply at our cost, but it is basically a  
8 direct cost recovery process. That is the only  
9 charge for programs that we make to the boards.

10 Some of our -- well all of our printed materials  
11 are made available free of charge to the boards and  
12 in the case of the simulation game, the simulation  
13 kit is made available to the boards at our cost.

14 MR. BRISBOIS: One of our problems,  
15 and I am sure the committee will have difficulty with,  
16 is how do you compare this with something else.  
17 You know, this is a new organization, it is a year  
18 and a half old, I think I would suggest for your  
19 consideration one of the real problems that we have  
20 in the province of Ontario, and that is the  
21 equalization of educational opportunity within the  
22 province -- I think every group that studies education  
23 should give some consideration to that one. It  
24 seems to me through the visual communications that  
25 this organization is able to provide, that we can  
26 more nearly equalize opportunity in some of the  
27 remote parts of the province, that is something for  
28 which the board should address itself very seriously.  
29 We feel that there are many parts of the province,  
30 in fact many parts of Canada, where youngsters do not







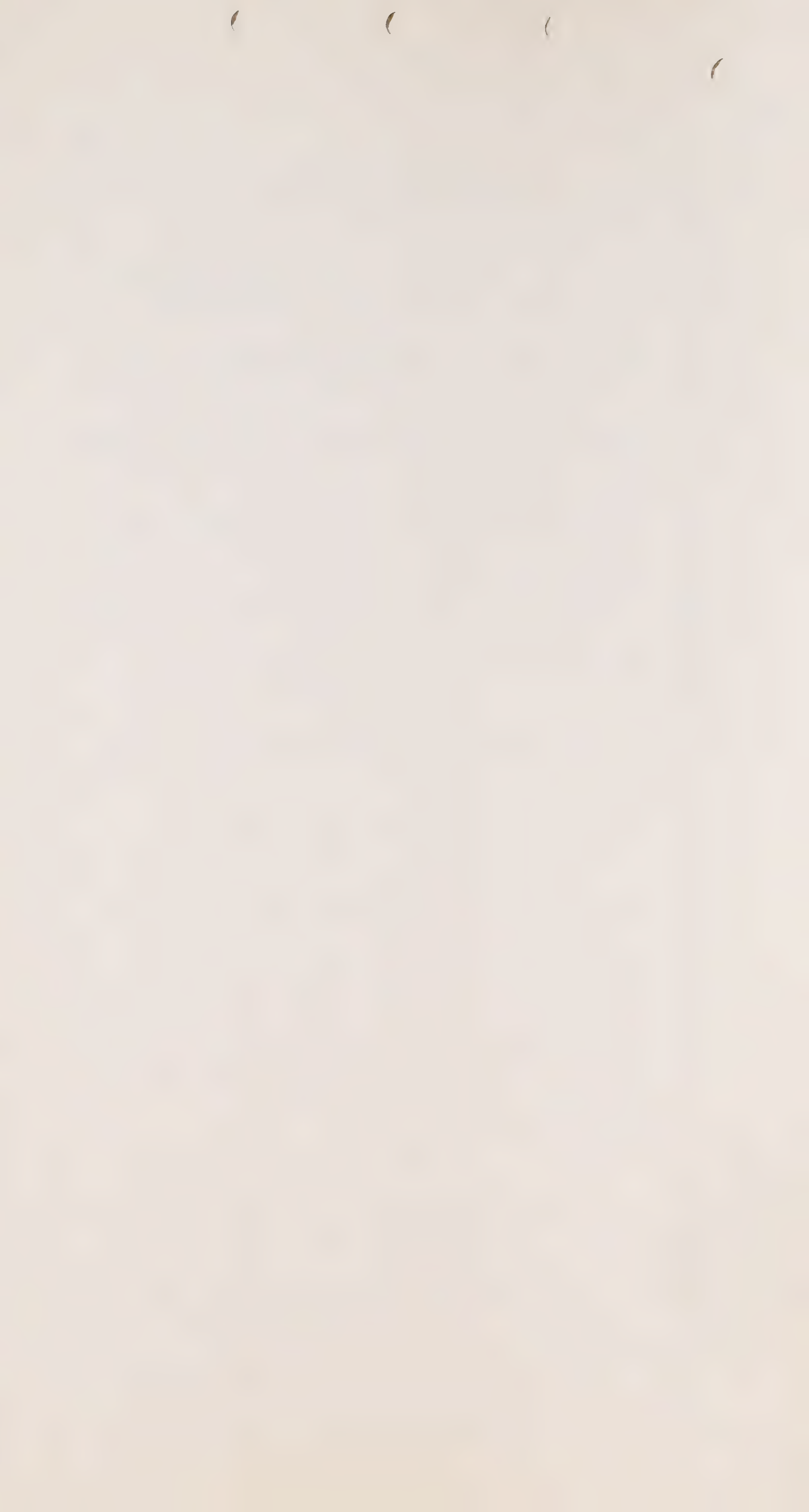
1 get the same opportunity as the high resource areas,  
2 such as Metropolitan Toronto.

3 The other thing I think we should bear  
4 in mind is that textbooks will always lag behind  
5 current events. It just has to be that way, and it  
6 seems that the service that the authority is able to  
7 provide can update very quickly almost any discipline  
8 and bring the latest -- and distribute it at possibly  
9 the lowest cost of all by means of tape, so that the  
10 authority does help the teacher very substantially  
11 in this way, and that is another area to which the  
12 board addresses itself with great seriousness.

13 These two factors are not quite  
14 measurable because nothing else exists to measure  
15 them against, but there are two basic needs to which  
16 the authority is attempting to address itself.

17 MR. KERR: Mr. Chairman, I would like  
18 to ask Mr. Cook, do any other provinces of Canada  
19 have similar authorities and if so, what is the size  
20 of their budget or if not, do some of the comparables  
21 states, such as Michigan, Ohio, Indiana, Pennsylvania,  
22 have similar authorities and what is the size of  
23 their budget?

24 MR. COOK: No sir, there are no other  
25 provinces with an organization of this type. Alberta  
26 has an organization called the Alberta Education  
27 Communication Authority, but it does not work  
28 necessarily the way we do, and as a matter of fact  
29 it is a very small coordinating staff, at least on  
30 my last information on that. It operates virtually





1 as -- I could be wrong in saying -- as an extension  
2 of the Department of Education. Quebec has the ORTQ  
3 or radio Quebec which is, in being, to really  
4 respond to the needs of the various departments of  
5 government among them the Ministry of Education  
6 but it does not have a budget of its own, nor  
7 responsibility for taking a part in the educational  
8 process. I would refer to Mr. Walker in the  
9 United States because his experience in the United  
10 States is much more recent than mine, having lived  
11 down there to investigate it.

12 MR. WALKER: Well there are comparable  
13 State authorities, the American situation is  
14 characterized by a history which provided a good  
15 deal of capital equipment, a history funding which  
16 provided a good deal of capital equipment and very  
17 little in the way of operating revenues to provide  
18 the programming for those networks and stations.  
19 There is a system in the United States called the Public  
20 Broadcasting System, the budget of the national  
21 system is of the order of a hundred and -- the  
22 federal budget is of the order of thirty-five  
23 million this year, the total contributions from  
24 States and the federal government to the operation  
25 of that system and all its aspects is of the  
26 order of a hundred and fifty or sixty million.  
27 Individual State budgets I can not give you at the  
28 moment, but I can tell you that major stations such  
29 as those in Boston and that in New York City have  
30 budgets between three and a half million and six





1 million in the case of New York per year. Their  
2 responsibilities are quite different from ours. They  
3 are not concerned primarily with school broadcasting,  
4 they receive additional funds for the school  
5 broadcasting they do. Their concern is to do many  
6 of the jobs which in this country are done by the  
7 Canadian Broadcasting System.

8 MR. BRISBOIS: One other point,  
9 since this is an inquiry into the use of the  
10 educational dollar, in the province, I think that the  
11 province has wisely set up an authority on this point  
12 alone. Visual communications are part of our culture.  
13 They are going to be used whether you like it or  
14 not, within the school structures and it seems to me  
15 that where you have central organizations in order  
16 to do proper research and provide the material  
17 you are going to say the kind of proliferation, for  
18 example the commuters brought in -- in many places  
19 where commuters ought not to be -- it seems if  
20 you have a central responsible authority able to do  
21 the research on behalf of education in this province,  
22 it is money well spent and probably you will get  
23 a dollar doing the work of many dollars by doing it  
24 this way.

25 MR. WALKER: I wonder if I may go  
26 back to the first part of Mr. Ronson's question,  
27 which has worried me. We have the concern that you  
28 talked about to make sure that our programs are  
29 available when teachers and students want to use them.  
30 But we have a much greater worry than that, and that







1 is to equalize the opportunities we represent  
2 through the province to make sure that what is  
3 offered in Toronto is also available in Thunder Bay or  
4 anywhere else in the remoter parts of the country.  
5 Indeed this has become one of the principal aims  
6 of the authority, that is true, is it not?

7 DR. SWANSON: That is right.

8 MR. WALKER: We feel that if you want to  
9 consider the taxation basis towards this, that  
10 supports this enterprise, that in places such as Metro  
11 where the full range of our services which include  
12 services beyond your concern at the moment, in the  
13 adult field, post-secondary field, where all those  
14 services can be given freely through broadcasting that  
15 a progressive taxation policy is represented. The  
16 tax dollar is turned into a service which is available  
17 to everyone who has a television set. That at the  
18 moment is not true to the same degree outside  
19 Metropolitan Toronto, and I think that really is the  
20 primary concern that we have at the moment.

21 MR. RONSON: I suppose a little more  
22 bluntly, Mr. Chairman, but I can't think of any other  
23 way of putting it. The play back that we get from  
24 teachers, many organizations, that is, as a trustee,  
25 that I have got back, is that it is not being used  
26 in this area and so my reaction to your concern here  
27 would be it is very well to discredit the rest of  
28 Ontario but if this area is not using it, why will  
29 the rest of Ontario use it. In other words, if it  
30 cannot be done well here for some reason or other,





1 it seems to me that the first thing should be  
2 addressed is how it can be done more effectively  
3 in the area where technically it is feasible rather  
4 than being so concerned with the rest of the province?  
5 As I say, I have to put this bluntly, because I don't  
6 know a nice way of putting it.

7 MR. WALKER: Well I think you have  
8 recognized, based on individual experience, and we  
9 all hear this kind of analysis being made but on the  
10 other hand we also have other kinds of experience --  
11 very often those seven thousand replies that we get  
12 from teachers, we have more than the filling out of  
13 the forms, we have statements which the teachers  
14 make at some length some times, and often several  
15 additional sheets of paper and we know that that  
16 view which says that these programs are not sufficient  
17 is not a general one really at all. We also know  
18 that their use is increasing. If I can be personal  
19 and perhaps I should not, I think that if a  
20 comparison is made with what American jurisdictions are  
21 using, that the comparison must favour what is  
22 happening here. The care with which programming  
23 is made and the quality of what is made, I think is  
24 significantly higher in Ontario than it is in almost  
25 any other educational communication type of program  
26 in North America, and I think that can be in some  
27 way demonstrated by the kind of -- I hate the use  
28 of the word -- but the kind of awards that we  
29 collect. We seem to have from professional  
30 organizations, both teaching organizations, educational



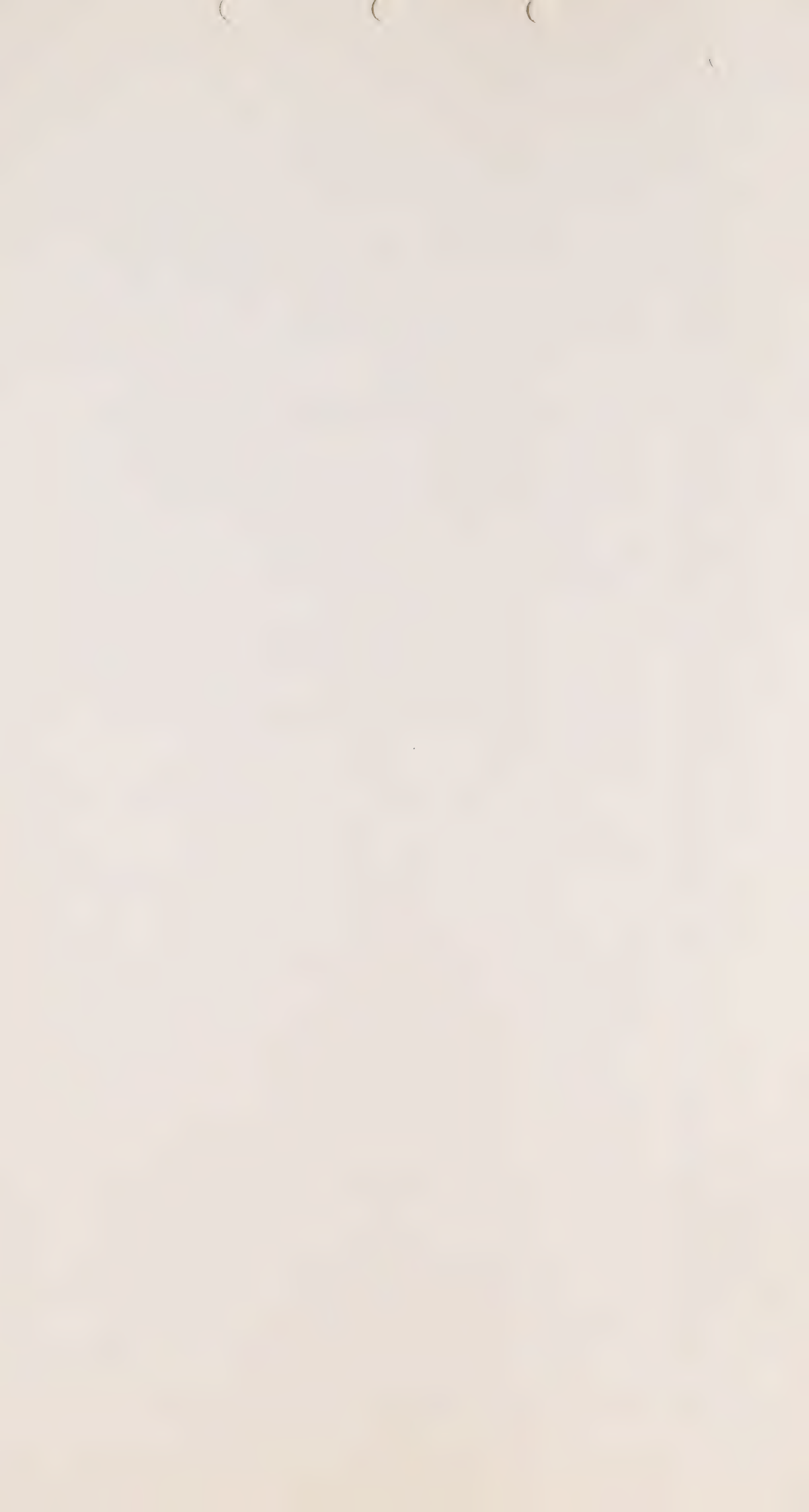


1 organizations and broadcasting groups, broadcasting  
2 groups concerned with education, have acquired thirteen  
3 of those awards in the past year. This is not an  
4 insignificant number, and it says something about the  
5 quality of the programming we do.

6 MR. RONSON: May it be that there is a  
7 certain type of person who teaches, who just does  
8 not like to use this medium, and if so, shouldn't we  
9 be doing something through the Ministry in our schools  
10 and so on, and particularly I suppose with our new  
11 teachers coming out, so that there is going to be  
12 more use of it? We would all agree that if it is  
13 not being used very much, no matter how technically  
14 capable it is, and how distally capable it is, we  
15 are not really going to make much progress.

16 MR. WALKER: The more it is used, the  
17 cheaper it will be, on a unit cost basis.

18 MR. LAPOINTE: It is a very dynamic  
19 sort of thing. I have seen a change in about two  
20 years, in the kind of use teachers will make of the  
21 medium. At first you know it was on a program that  
22 was in addition to, was really kind of a luxury,  
23 regarded by teachers as such. Now if I see it in  
24 different schools that I have been able to take a  
25 look at, I see it more integrated with the subject  
26 matter and the demand is coming in from students  
27 also, more and more. It is more in the use they  
28 make in the society at home and so on. They want  
29 an integrated approach and I think it is, you know,  
30 surveys from one year to the other will show a





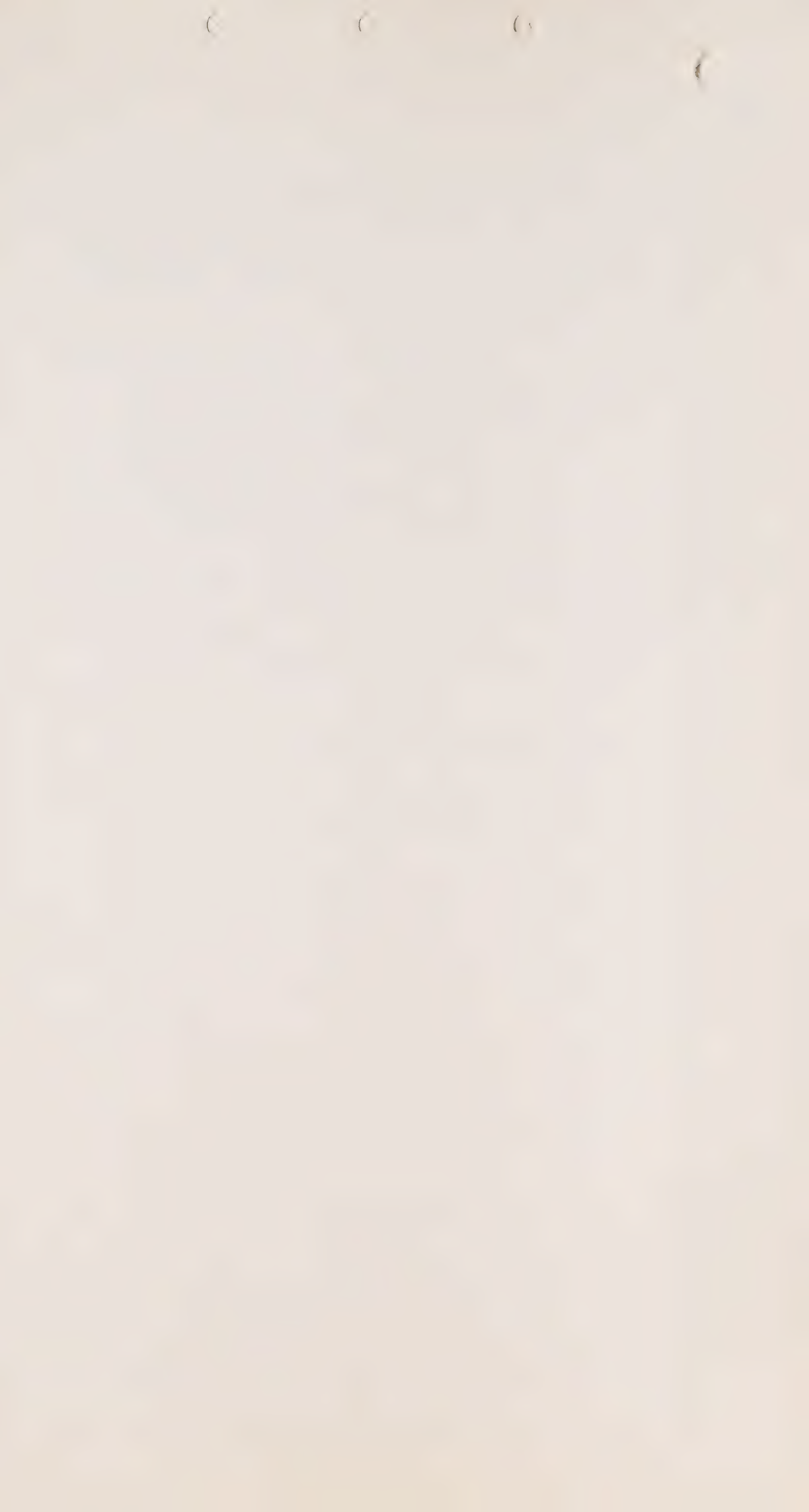


1        tremendous change. It has been probably slow in  
2        getting a start, I would agree to that, but I think  
3        surveys will show a dynamic change. I have been a  
4        witness to that change.

5                    MR. RONSON: In other words, you are  
6        saying there just hasn't been enough time yet?

7                    MR. LAPOINTE: I would think so.

8                    MR. BRISBOIS: I have lived through  
9        this, for about twelve years, when there was no  
10       educational television and I think there are two or  
11       three things that would seem to indicate that it has  
12       not been used as much as it could be, and needs  
13       looking into. Technically it has not been possible  
14       until recently for many schools to use it. For  
15       example, the signals will not go through a building  
16       and until you get even a combination of cable, or  
17       internal system, and that is happening in many  
18       places, you do not get the opportunity to use it. The  
19       other question that I think is a very valid one, and  
20       one that I think is begging some consideration is  
21       the matter of the preparation of the teacher in the  
22       first instance. I think that if this is to be part  
23       of the educational culture of the future, then it seems  
24       to me that more emphasis should be placed on the  
25       training of the teacher to use it, and watching this  
26       over a period of twelve years, the usage has increased.  
27       Many of the teacher groups who originally saw it as  
28       something that was going to eliminate the teacher,  
29       and suddenly found out that it was a marvellous extension  
30       of the teacher, and we get excellent responses from a





1 large number of teachers who work with us.

2 DR. McCARTHY: In connection with the  
3 budget as it stands, twelve million, eight, eighty-eight,  
4 and the anticipated expansion to develop the  
5 equivalent of other stations like 19, Ottawa and  
6 Thunder Bay for example, or wherever -- what do you  
7 see as the anticipated budget, if that extension  
8 to all parts of the province is completed? What  
9 does the twelve million eight, eighty-eight become?  
10 Does it become 20 or let's say tomorrow you were able  
11 to implement it on a province wide basis, in terms  
12 of today's dollars, what would that have to be  
13 instead of thirteen, approximately?

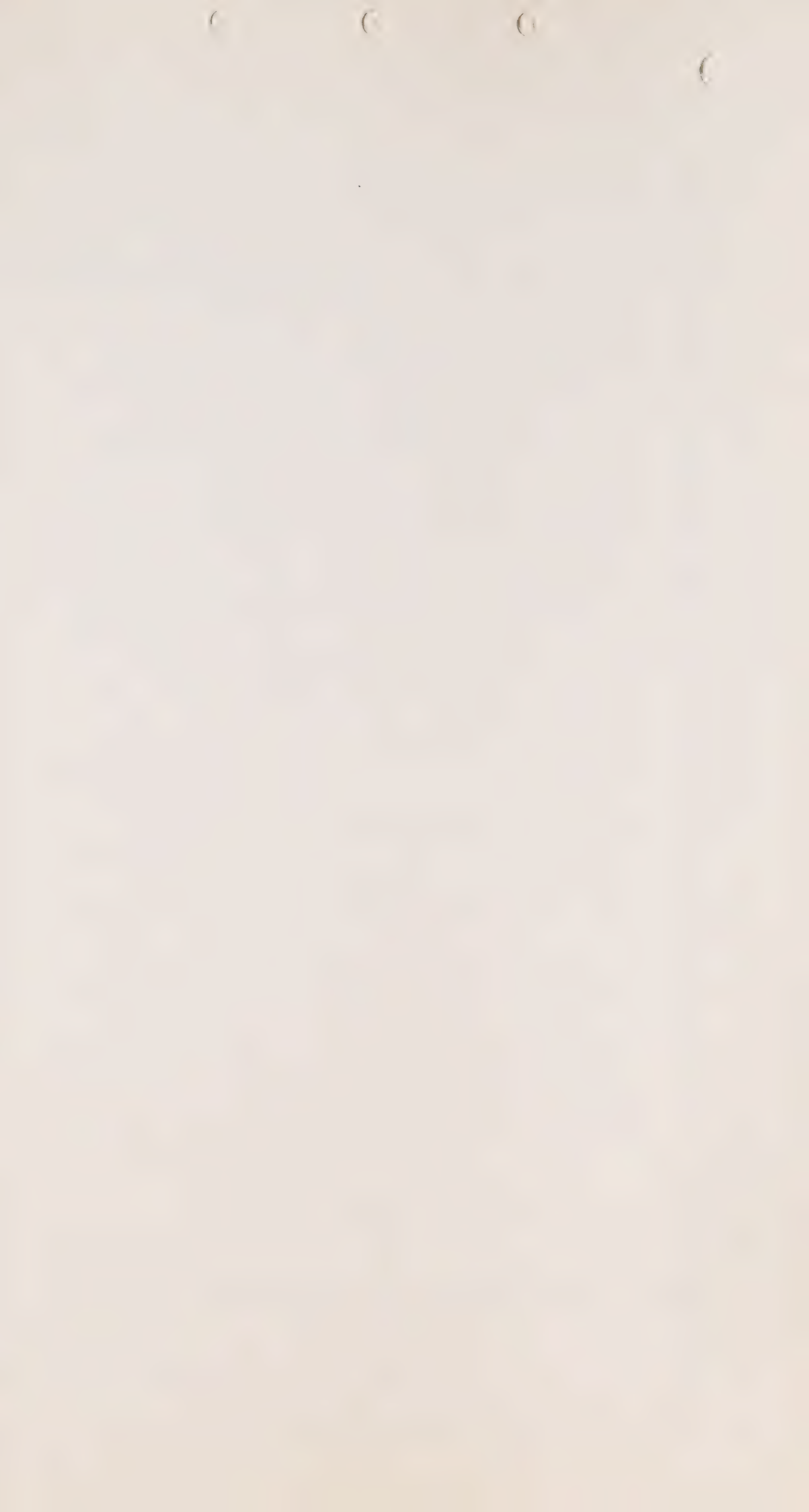
14 MR. COOK: That is rather hard to  
15 answer, because we do have a new study which has been  
16 taking place over the last few months with new  
17 technology, that is giving us perhaps possible new  
18 ways. The latest figure perhaps I could give you  
19 is that to cover southern Ontario with a group of  
20 what we call low power transmitters, each carrying  
21 on the signal from the last one, would come to an  
22 annual figure I think of seven hundred thousand, an  
23 additional seven hundred thousand dollars a year.

24 MR. KERR: What would the comparable  
25 cable transmission cost be?

26 MR. COOK: Do you mean by delivering  
27 program packages to the cable companies?

28 MR. KERR: Yes.

25 29 MR. BOWER: When the original application  
30 for channel 19 came we did a study of comparable

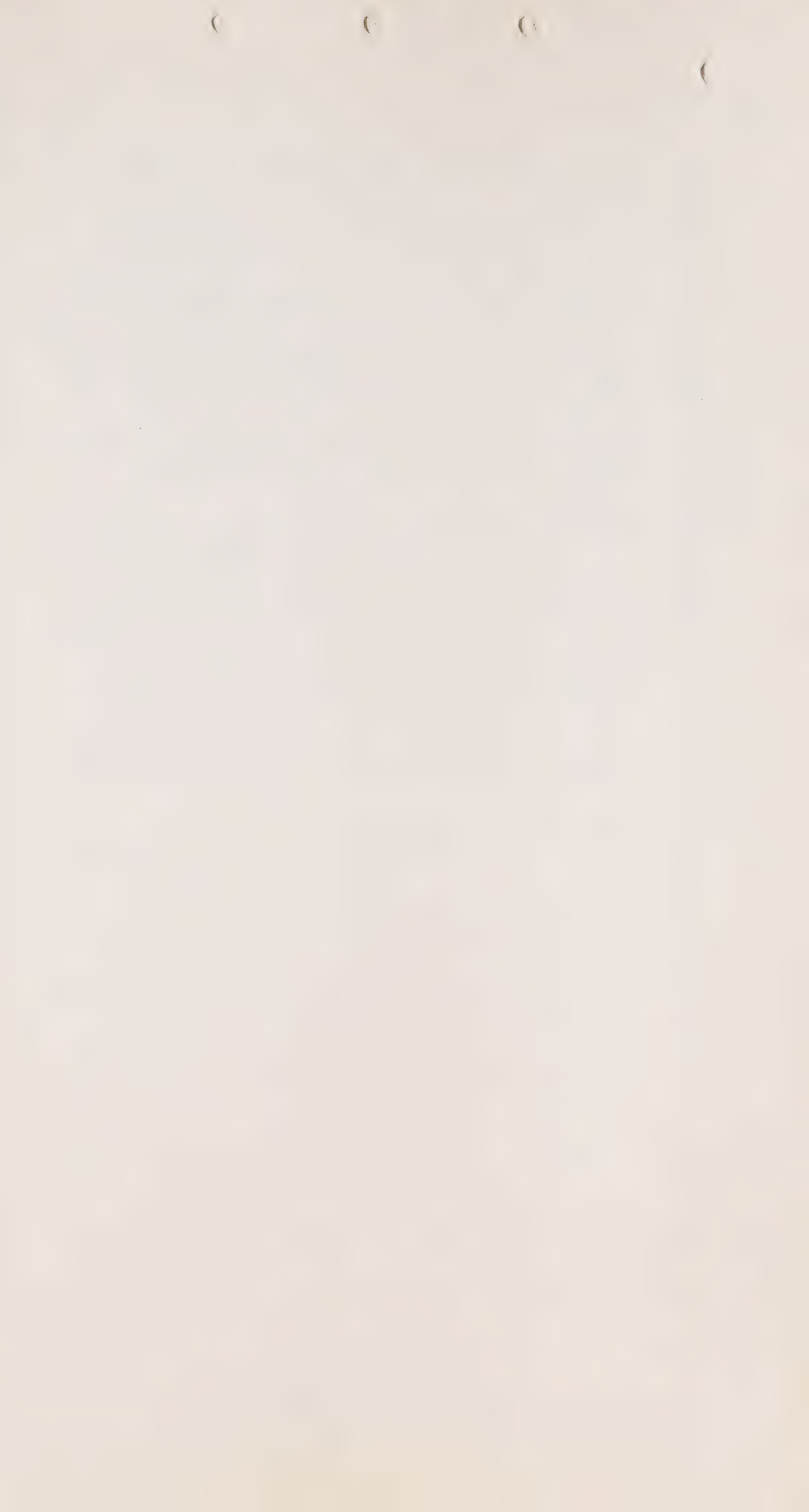




1 megaherts UHF television of tapes 194  
2 cable, 2500/ and physical delivery/to school  
3 distribution systems and in all cases given the  
4 existing configuration of cable system, there was  
5 something like fifty cable systems in the channel 19  
6 coverage area, both the capital cost of linking those  
7 cable systems and the capital cost or at least the  
8 operating cost of maintaining those links substantially  
9 higher than broadcast television -- we have the  
10 figures which we could submit to you -- I do not have  
11 them -- but this analysis was prepared about two  
12 years ago, but in any case the problem with cable  
13 is getting the programs to the head end of the cable  
14 system, plus the fact that you have an operating  
15 cost of an operator at the cable head end, to play  
16 those tapes back into the system, and substantially  
higher than the cost of broadcast.

17 MR. VAMERICH: The total number of  
18 schools which are hooked up to cable systems is  
19 continually growing, but still only 22 per cent  
20 of the major schools, 11 per cent of French speaking  
21 schools and 26 per cent of secondary schools are  
22 hooked up to cable systems at the time being, and  
23 we can expect that this percentage will grow  
24 continuously but still there will always be a  
25 considerable number of schools which can hardly  
26 expect to be hooked up to cable system, because of  
27 its location, far away from operating commercially  
28 systems.

29 MR. BOWER: If I may give you another  
30 figure, which perhaps would give you access, we offer





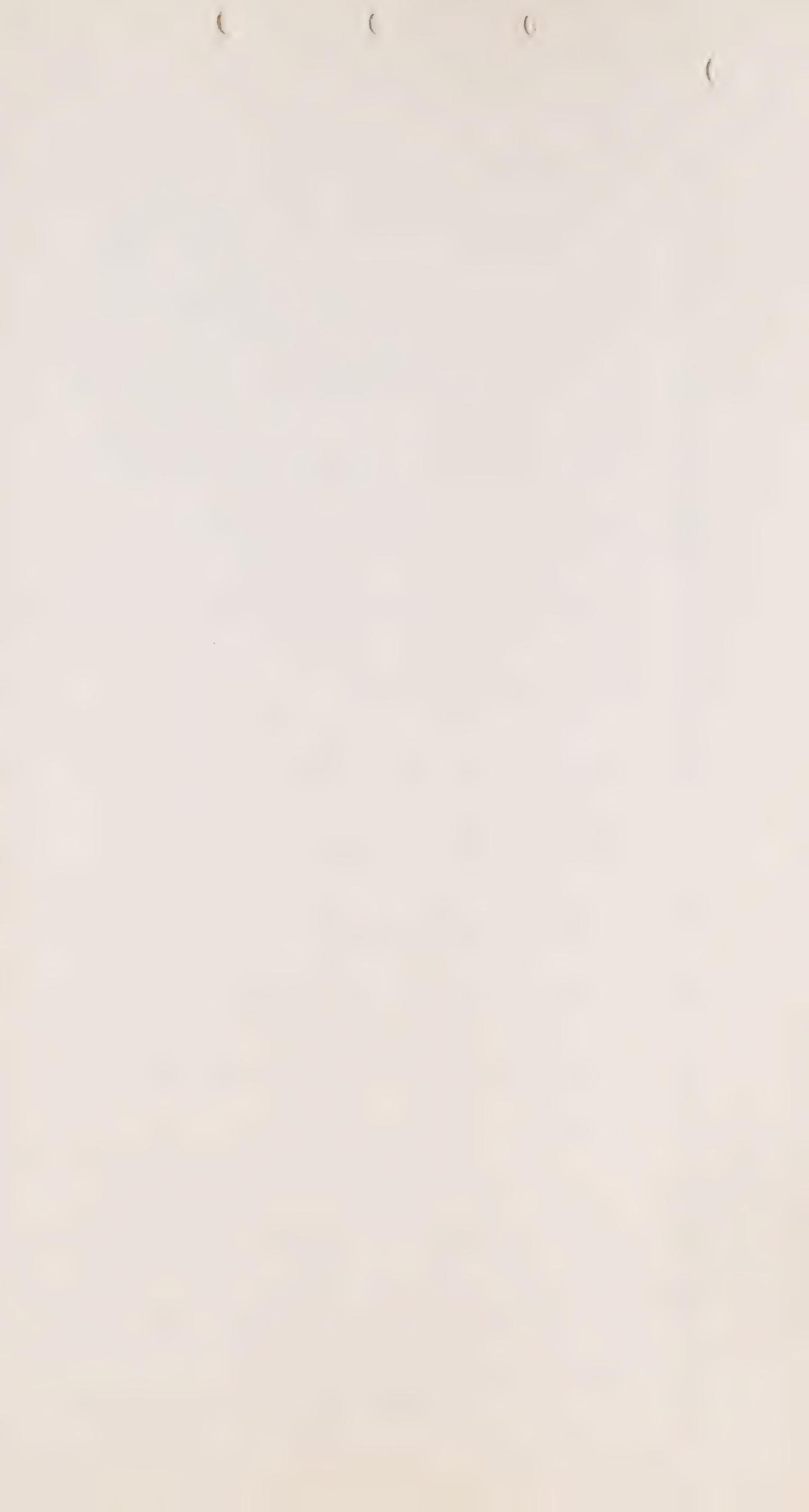


1 a supplementary service to a number of cable systems  
2 in Northern Ontario at the present time, which is  
3 an alternative or fact that we cannot get sufficient  
4 broadcast time on an existing transmitter, this  
5 service involves a package of video tape, ten hours  
6 a day, seven days a week, and this package of video  
7 tape circulates through four different cable systems  
8 and then comes back to Toronto, where we reuse the  
9 tape. We just completed a cost analysis of  
10 extending that service to other cable systems and  
11 we could serve fifteen cable systems, fifteen additional  
12 cable systems for an operating cost of a hundred  
13 thousand dollars per year.

14 The operating costs of the channel 19  
15 transmitter which serves an area that encompasses  
16 well, fifty cable head ends, plus all the people  
17 who are either not served by cable or who do not  
18 choose to be served by cable is something less than  
19 a hundred and fifty thousand dollars a year. That  
20 is the operating cost for the transmitter so that  
21 gives you the sort of comparison of what you can  
22 do with an operating dollar, vis-a-vis cable and  
23 broadcasting.

24 MRS.FARR: My question has been partly  
25 answered. I was interested in the procedures of  
26 developing a program, the personnel involved, and the  
27 competence, I think you have touched on that. I was  
28 wondering also if there is any involvement with the  
29 curriculum branch of the Department?

30 MR.COOK: Very much, on every plenary





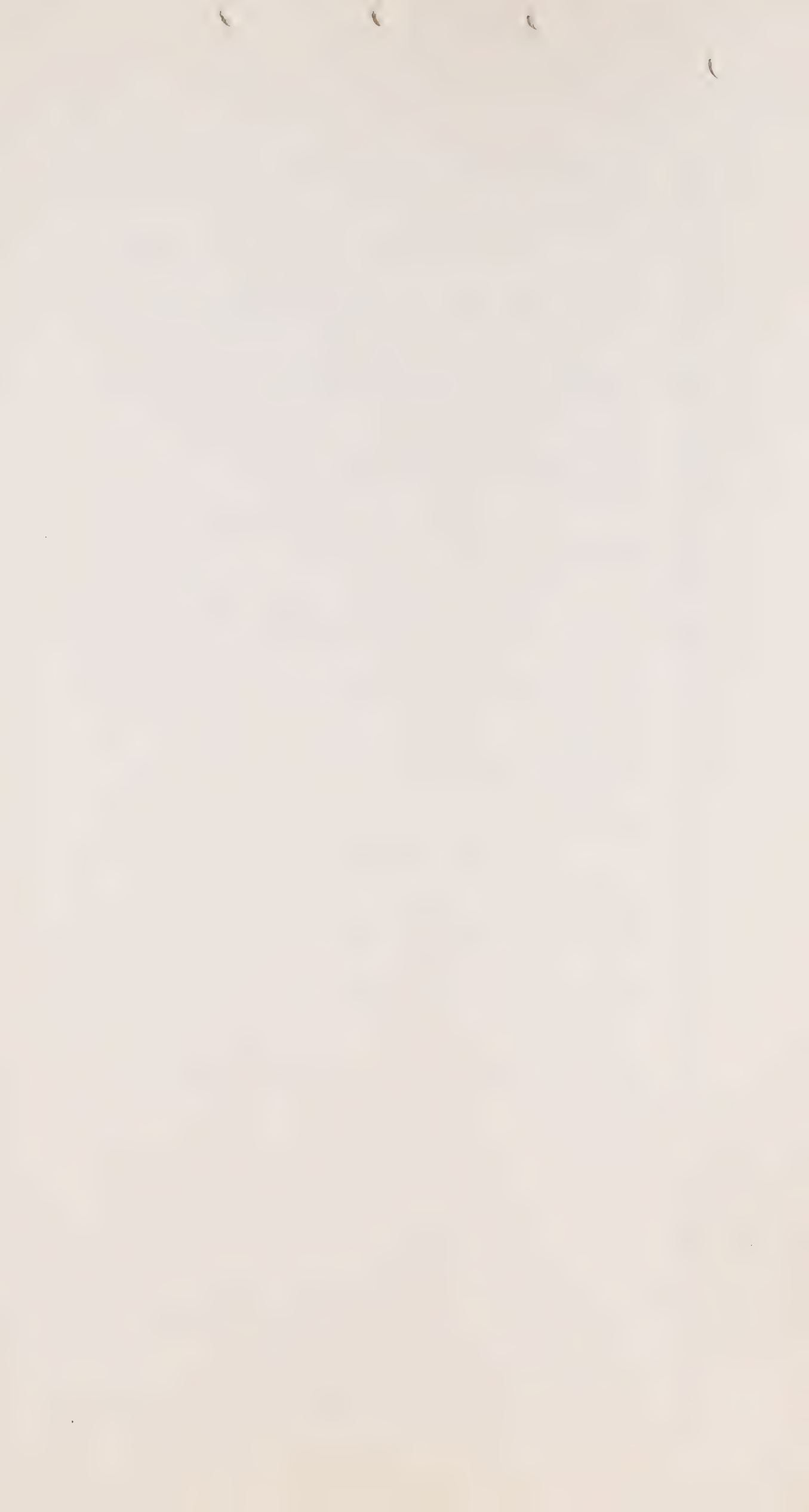
1 committee we have a representative of the Ministry of  
2 Education.

3 MR. BRISBOIS: It raises another  
4 question that follows, that is, desire on the part of  
5 so many people in the province to have Canadian  
6 Ontario curriculum reinforcement materials; the  
7 authority has that ability to produce Canadian  
8 reinforcement to curriculum.

9 MRS. FARR: You are working towards  
10 the aims and objectives as ---

11 MR. WALKER: We have noted in the  
12 brief in the case of film purchases made by schools,  
13 that it would appear in one of the largest budgets  
14 dedicated to films that about 79 per cent of the  
15 budget has been spent on American material and  
16 about 85 per cent of our programming is Canadian.

17 DR. SWANSON: One aspect of money  
18 saving we are doing in the Faculty of Medicine is  
19 using video cassettes which is a technologist advance  
20 that has come up in the last year, and is on the  
21 market now, we can tape a film that we want to show  
22 to our students and instead of having it arrive a  
23 week late, or two or three weeks before and we have  
24 to pay more money to hold it, we take it and put  
25 it through telecini on a video cassette and send  
26 the film back. There may be problems of copyright,  
27 we may have to eventually, but this has not happened  
28 yet and I don't think it is likely to, because the  
29 spread of knowledge to this extent I think should be  
30 free, but it costs us to put on a video cassette fifty





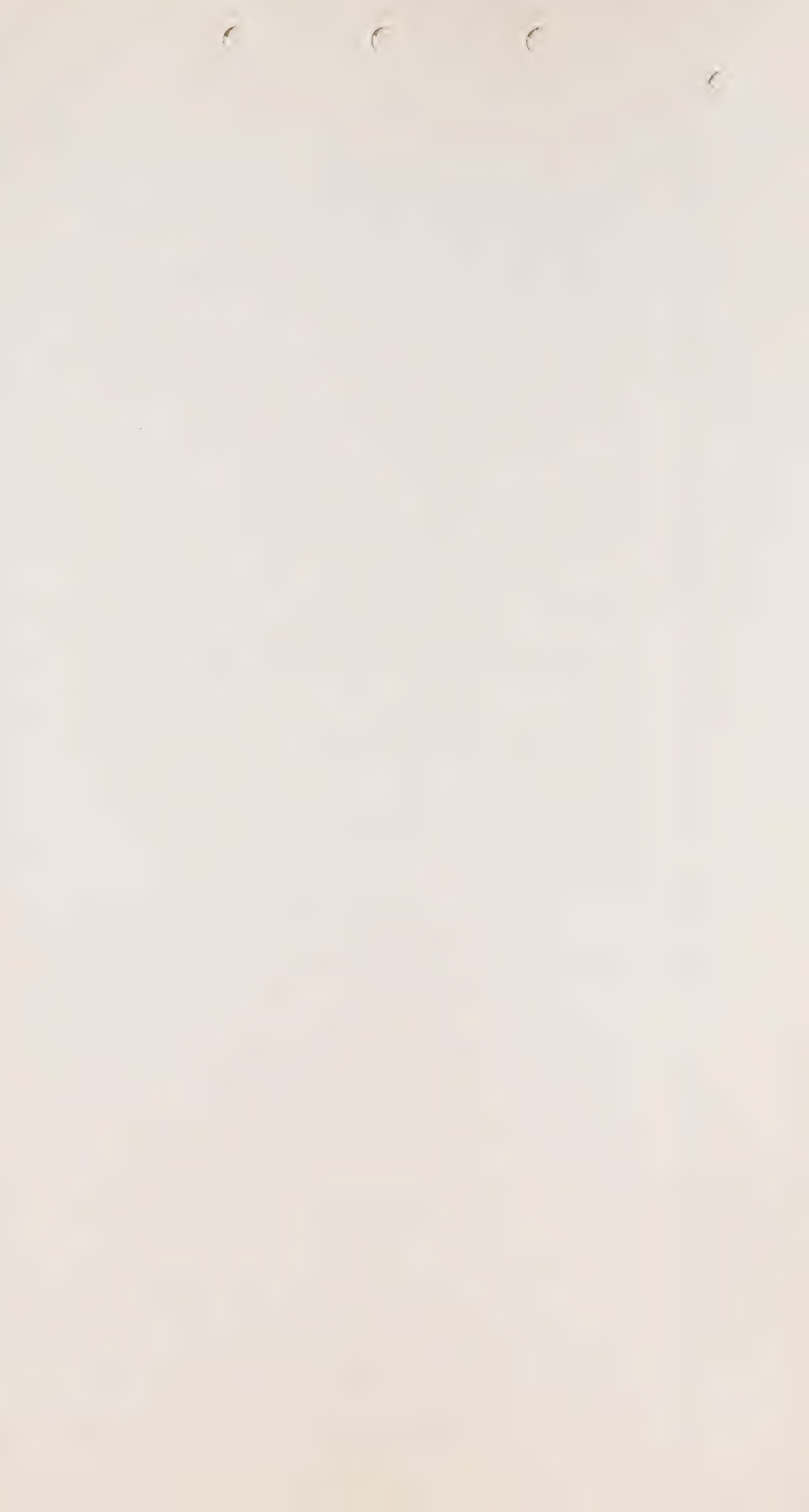
1 dollars plus the dubbing time for one hour, -- for  
2 us to buy one hour's film, is about three hundred  
3 dollars, so we are effecting considerable savings  
4 and that electronic book, the video cassette can  
5 be stored in a library and sent out to video cassette  
6 play back units to whatever school you wish, and  
7 this saves a considerable amount of money. You can  
8 have what you want when you want it, and where you  
9 want it, and as often as you need it.

10 DR. McCARTHY: In looking at  
11 chapter 7, VII, page 5, where there are some costs  
12 in connection with the Arts course given by the  
13 University of Waterloo, I have some difficulty in  
14 interpretation on the comparative basis. Can you  
15 tell me how many people took the Waterloo course  
16 for credit. Do we know that? How many were  
17 involved there?

18 MR. WALKER: About two hundred took  
19 it this year. This was the introductory year for it.

20 DR. McCARTHY: But I didn't understand  
21 -- you show the cost to conduct the course for a year  
22 for five hundred students as being 74,000, and I can  
23 see where you might use the 500 figure as an  
24 anticipated amount at some time, but nevertheless  
25 the cost would be much greater for the numbers who  
26 actually took it. Is that right?

27 MR. WALKER: Yes. Mr. Vamerich will  
28 probably have more to say about this since he is  
29 more familiar with the cost study than I am, but  
30 the base, the enrollment base is being extended in





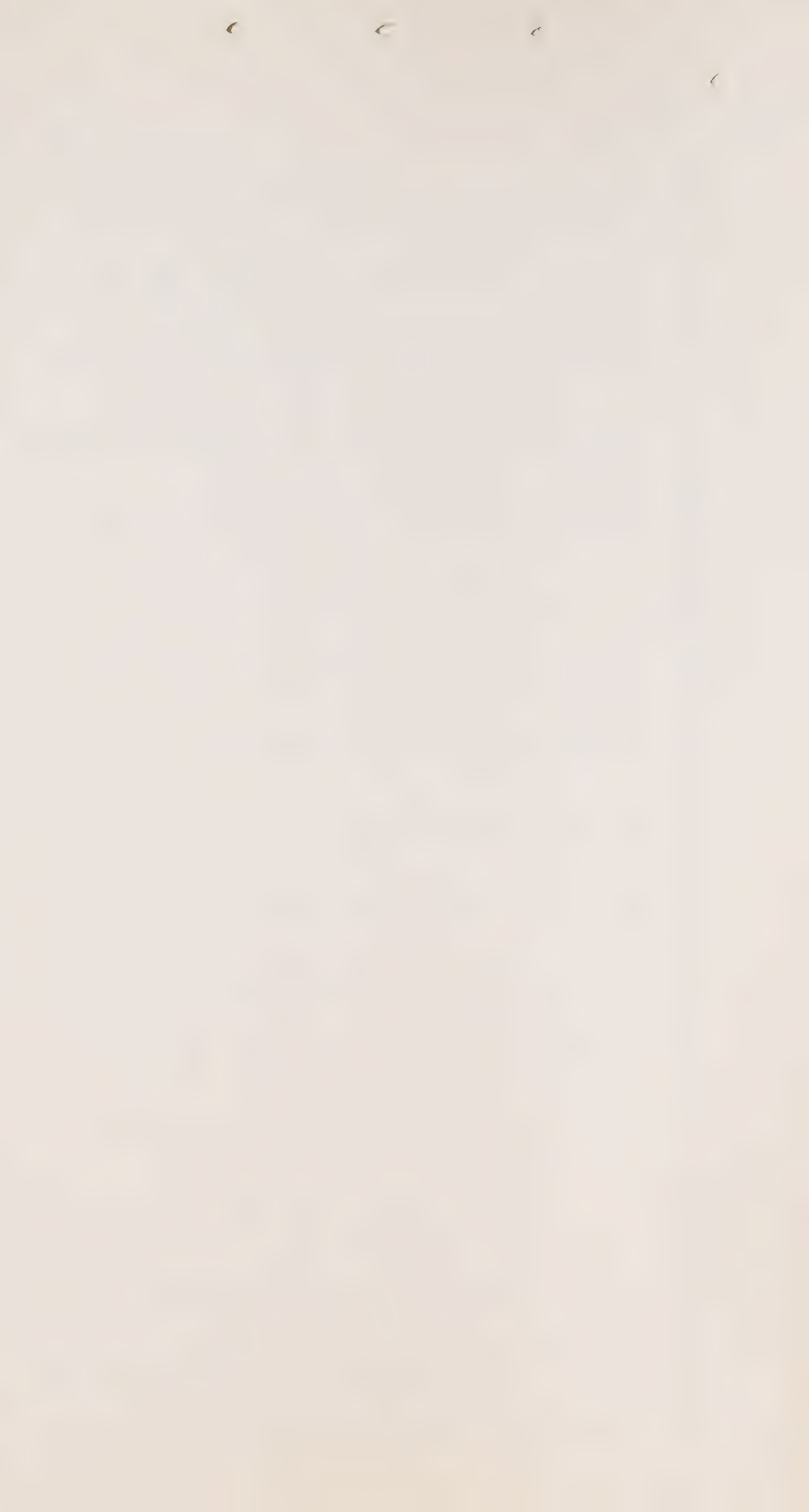


1 the second year of use of this course through-- by  
2 virtue of the fact that Erindale will now use this  
3 particular course and we anticipate that that will  
4 spread. Since these figures were prepared during  
5 the course of the year, we had to establish some kind  
6 of generalized figure and we chose five hundred,  
7 very arbitrarily, because we could recognize incremental  
8 groups of five hundred as being useful in  
9 showing what can happen as more subjects are added.

10 DR. McCARTHY: One other point, you  
11 use two hundred there, then you go down the -- below  
12 --to the traditional university course and it says  
13 the cost to conduct a typical course for eighteen  
14 students -- now why would you chose eighteen -- because  
15 in a course like this, I am wondering whether it is  
16 fair to say that you use it for eighteen students  
17 and get 73, you then develop a unit cost if you  
18 multiplied it by five hundred to get it up to  
19 205,000 -- I am a little bit suspicious about the  
20 mathematical patters that that portrays because as  
21 you know there are classes of three or four hundred  
22 in the University taking arts courses too, so that  
23 I am wondering about your traditional or typical  
24 course designation.

25 MR. WALKER: Well this is the typical  
26 course at the University of Waterloo. This is the  
27 average enrollment with the undergraduate teaching  
28 program per class and that is how eighteen appears.

29 DR. McCARTHY: Yes, but that would take  
30 into account some very limited enrollments with seminar





1 groups and the like - you know, I am quarrelling  
2 with the average.

3 MR. WALKER: I understand. It is  
4 a method of arriving at a cost and it is based on  
5 averages and averages do have problems. But let me  
6 assure you that the ingredients in those costs  
7 are fully supported by the university.

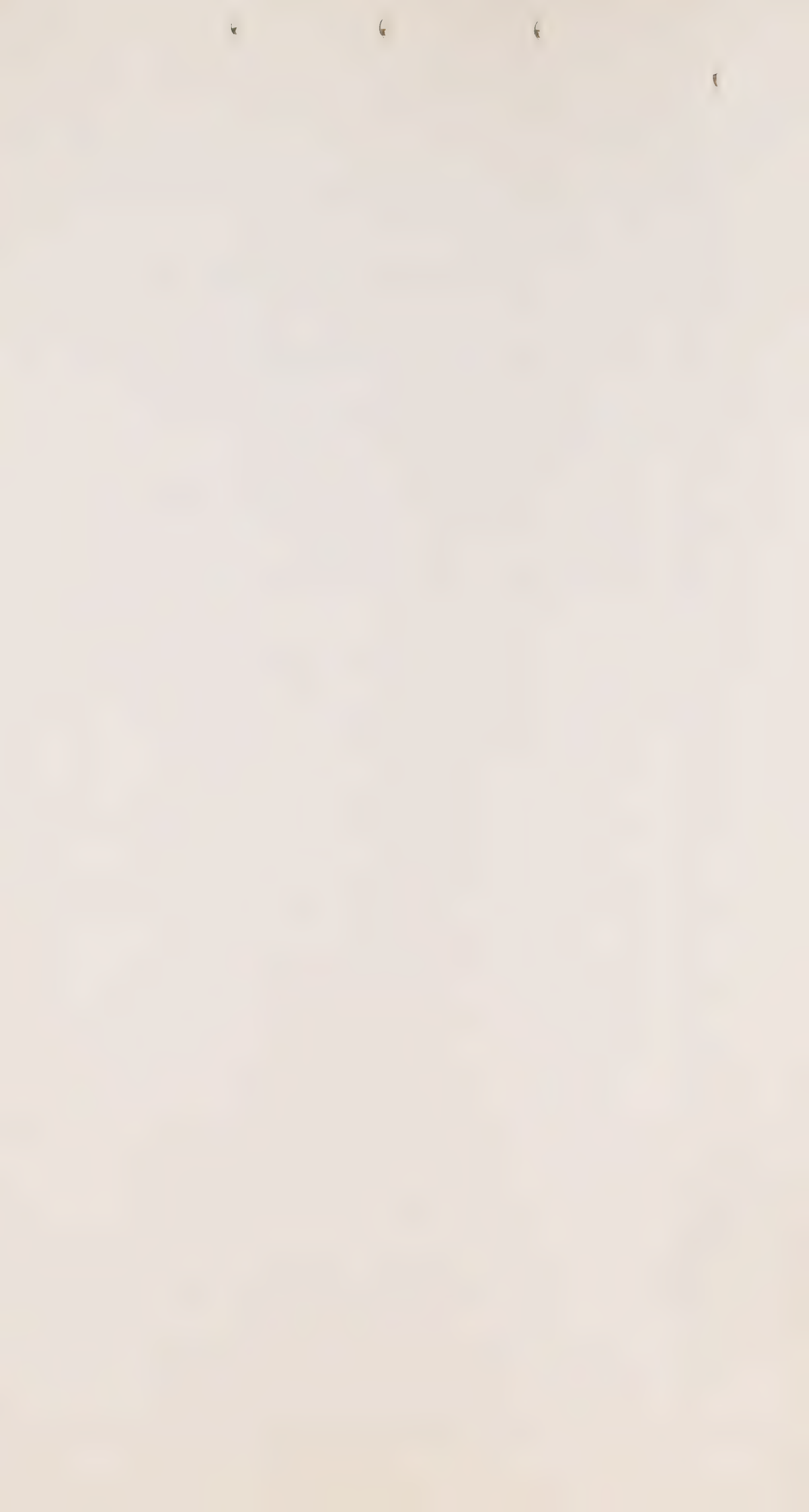
8 DR. McCARTHY: I am not saying they  
9 are not the right figures there, but I just don't see  
10 that getting back up to 205,000 by that means, that is  
11 all.

12 MR. VAMERICH: Based on the information  
13 provided by the University of Waterloo the cost of the  
14 course conducted before an induction course.

15 DR. McCARTHY: But if you had made your  
16 comparison between a course that was capable of taking  
17 two hundred students like, let's say English II or  
18 something, where you can put five hundred students  
19 in there and made a comparison with that, then I  
20 would have said, you know, that was a more valid  
21 comparison.

22 MR. WALKER: Well there have been a  
23 variety of ways of looking at these models, -- of course  
24 Trotter, in his report, indicates a cutoff figure  
25 of six thousand as the point at which the more  
26 favourable cost structure is created by using television

27 DR. McCARTHY: I can see this becoming  
28 a more favourable picture still, in terms of the  
29 ETV programming as you get more students into it,  
30 when you get five hundred or when it is taken over by





1 Erindale, it will be, I have no doubt about that.

2 MR. VAMERICH: One other factor,  
3 the so-called eavesdropping public -- according to BBM  
4 non-registered viewers listening to the program,  
5 so you can't calculate them. The problem of  
6 comparing an open system to a regular university course.

7 THE CHAIRMAN: Just two short questions  
8 before we close it off. Have you worked out a long  
9 term capital operational budget, say for five years?

10 MR. BOWERS: I think the answer to your  
11 question is no. We have made a submission to the  
12 policies of priorities board of the government asking  
13 them for guidelines as to rate at which they see  
14 the authority expanding within the context of the  
15 social development field, and they have not yet --  
16 there is a study currently being undertaken and they  
17 have not yet responded to us, so we have been unable  
18 to really set a rate at which we could expand.

19 We are under pressure at the present  
20 time to extend the level of services that we currently  
21 give in the Toronto area to other parts of the province,  
22 and that I think, the Board of Directors would say,  
23 is our priority at this point in time. Our initial  
24 three years -- we are in the third year now, -- have  
25 been really gearing up to provide a full service on  
26 channel 19. We have now reached the level of fifty-  
27 five hundred hours a year, which sort of represents  
28 a normal level of service for a television station,  
29 and I would think that the priorities in the next year  
30 would be to extend this service to other parts of the







1 province and I might say that the service can be  
2 extended at a relatively small increment cost, but  
3 talking in terms of seven hundred thousand dollars  
4 per year, operating cost, to serve all of southern  
5 Ontario, that is amortizing the capital cost of  
6 transmission facilities into that seven hundred  
7 thousand, so the cost of extending that distribution  
8 is a relatively small portion of the cost of the  
9 original programming investment.

10 MR. WALKER: Of the order of ten to  
11 one.

12 THE CHAIRMAN: Where do you cut off  
13 southern Ontario?

14 MR. BOWERS: Huntsville, Parry Sound.  
15 That is not a discretionary movement on our part,  
16 that is sort of the limit of the technology using  
17 this technique of low power repeaters, we can get as  
18 far west as Windsor, and as far north as Parry Sound,  
19 Huntsville and that sort of thing, and as far east  
20 as Kingston, and Ottawa.

21 THE CHAIRMAN: One last question I would  
22 like to direct to Mr. Brisbois. How do you  
23 establish the budget control for a program?

24 MR. BRISBOIS: I think I would like to  
25 refer that to Mr. Cook who is more intimately involved  
26 in that.

27 MR. COOK: During the committee stage  
28 Mr. Walker was referring to earlier, the  
29 producer from the authority who sits in on deliberations  
30 and he sits there, as what we call immediate consultant,





1 not necessarily as a producer of the series, but  
2 -- because if he does that, he will have a vested  
3 interest in the amount of money that is going to be  
4 available, so he sits on the committee as an immediate  
5 consultant, with our unit managers, who are the people  
6 who have the cost involved facilities that are  
7 available -- he sits down and he works out a budget  
8 which he feels will be capable -- for which he thinks  
9 he will be capable of producing that program, that  
10 series of programs, according to the outline description  
11 that have been delivered by the subject ---

12 THE CHAIRMAN: Has this been approved  
13 by the board?

14 MR. COOK: No, this is then approved  
15 by the executive committee of the authority, which is  
16 Mr. Ryden, chairman, and myself, executive director  
17 and Mr. Bowers, as the general manager. It has first  
18 of all to be approved by directors approval ---

19 THE CHAIRMAN: Gentlemen, I am quite  
20 sure we have other questions but time does not permit.  
21 Perhaps we will submit them to you in writing, and  
22 you have some material which you said you would give to  
23 us. Thank you very much for being here and thank you for  
24 your brief.

25 MR. COOK: May I just make something  
26 clear? At the start of the session we were talking  
27 about budget, and I think we should make it clear that  
28 our budget from the department, from the Ministry of  
29 Education this year is six million dollars.

30 Our budget -- we are responsible





1 through the Ministry of colleges and universities  
2 and this year, as an example, twelve million, eight,  
3 eighty-eight budget, we get six million dollars as  
4 a grant from the Ministry of Education, and the  
5 rest, six million, eight, eighty-eight from the  
6 Ministry of Colleges and Universities.

7 THE CHAIRMAN: Fine. Thank you  
8 very much for that clarification.

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CANADIAN ASSOCIATION FOR CHILDREN WITH LEARNING  
DISABILITIES (ONT. DIVISION)

204

1 BRIEF NO. 23

2 THE CHAIRMAN: Mrs. Sullivan we are  
3 delighted to have you here and thank you for putting  
4 in your brief.

5 Would you please introduce the gentlemen  
6 with you and if you care to add to the brief -- then we  
7 will have some questions.

8 MRS. SULLIVAN: This is Mr. Murray  
9 Shukya, coordinator and director of the association,  
10 and I am the executive secretary.

11 Just to give you a brief - - very brief  
12 background on the association, it was formed eight  
13 years ago by five parents in the Toronto region who  
14 had children who at that time did not fall under  
15 the current legislative, descriptive labels of exceptional  
16 children. They had turned to the United States for  
17 a diagnosis and for assistance on how to educate their  
18 children as at that time there were no special classes  
19 or remedial assistance for them.

20 In coming back to Toronto they approached  
21 several other agencies to take these children under  
22 their terms of reference, and for one reason or another  
23 this did not turn out, and so the Ontario Association  
24 was formed, and presently there are thirty-two chapters  
25 in the province, all dedicated to public awareness,  
26 legislation, coordination with the local boards in  
27 opening educational, medical services or whatever  
28 their community so needs.

29 I think briefly that is the background.

30 MR. SHUKYA: If I may make some passing





1 | comments. There was to be one other member of the  
2 | committee, Mr. Leluk, who was unable to attend.

3 |               One of the interesting things about this  
4 | brief is that it is based on questionnaires that were  
5 | sent to the various chapters and the attempt to list  
6 | priorities as seen by the various chapters throughout  
7 | the province, and within the brief there are priorities  
8 | and some recommendations on them. The concept of the  
9 | high risk registry, which is found under number 6  
10 | is a rather interesting one. It is a means of  
11 | delineating children who because of birth defects  
12 | difficult birth, genetic defects, might have a greater  
13 | than normal chance of ending up with learning  
14 | disabilities, and an attempt to feed this information  
15 | as early as possible, so the programs are early  
16 | remedial instead of late, sort of band aid approach.

17 |               If I might attempt to answer some of  
18 | your questions now, and perhaps put in anything at  
19 | the end.

20 |               THE CHAIRMAN: In your letter of  
21 | transmittal you refer to the removal of incentive grants  
22 | for special education. Now there is a weighting  
23 | for special education. Does this not provide for  
24 | an adequate program in your opinion? What should  
25 | it be?

26 |               MR. SHUKYA: Perhaps being rather  
27 | idealistic, it would seem that the provincial grants  
28 | should provide first of all for a basic overall  
29 | program for the entire province. In other words,  
30 | a maintenance of service for everyone. Beyond that







1 | there should be earmarked funds which can facilitate  
2 | the retention of certain programs, further earmarked  
3 | funds, which can be earmarked for innovative programs  
4 | and research into them, so that the need can be  
5 | documented and the effectiveness of particular programs  
6 | can be documented. I think one of the things this  
7 | came up with, was the particular guideline, the  
8 | development of comprehensive programs and services  
9 | and special education which I believe is permissive  
10 | legislation, and as such, is very difficult to  
11 | implement without the funds to go with it.

12 | I personally feel that the weighting  
13 | factor is a beginning but perhaps has to be carried  
14 | on a little bit further.

15 | DR. McCARTHY: Could I ask for  
16 | clarification. There is a basic amount of money  
17 | now set at five ninety-five at the elementary; that  
18 | covers the program for everybody. Then there is a  
19 | weighting factor for special education on top of  
20 | that. Now I take it those were the first two points  
21 | you suggested, but do those not meet the criteria  
22 | you have set?

23 | MR. SHUKYA: Perhaps Sally might  
24 | bring in some of the points about the facilities  
25 | available and I will go on to the next one.

26 | MRS. SULLIVAN: As far as I know,  
27 | with some of the boards they are cutting back,  
28 | regardless of the weighting factors. Their program  
29 | consultants, special education consultants, resource  
30 | teachers, have been cut out entirely and they say that





1 they cannot accommodate it, even under these weighting  
2 factors.

3 DR. McCARTHY: We have heard that  
4 a lot, but do you have any specifics in mind, because  
5 you know, this gets to be part of the general wisdom  
6 that isn't substantiated by documentation.

7 MRS. SULLIVAN: Well Ottawa, that is  
8 Carleton, I believe, and I don't know the school  
9 board that comes under it, the Trenton-Belleville,  
10 Hastings, that is it, all their consultants were  
11 cut, all of them were sent back into classrooms as  
12 teachers. It was in the newspaper. I have it at  
13 the office.

14 DR. McCARTHY: It is very useful to  
15 have that, because we have been meeting with all these  
16 heads of school systems and this has not been  
17 substantiated, so if we could have it, it would be  
18 most helpful.

19 MR. SHUKYA: To go on to the third  
20 point if I may, I am not sure of the province-wide  
21 situation, but in Metro at least, there are research  
22 departments for the various boards, but it would seem  
23 that each of the research departments is being hit  
24 fairly heavily, in cutting back, and it becomes more  
25 and more difficult to find the money to delineate  
26 the need through proper research for a particular  
27 program, to evaluate a program on an on-going basis  
28 and to report back about the efficient use of that  
29 money, whether the program is meeting the needs.  
30 It would seem that this should be added to the particular





1 weighting factors, so that we are not only maintaining  
2 service, but looking into new areas which through  
3 some proper form of research can be expanded, if they  
4 are worthwhile or increased if they are not.

5 THE CHAIRMAN: What about the work we  
6 have done in the field of special education in  
7 Ontario, other jurisdictions -- I don't know, I am  
8 just asking the question? Do we have a good record  
9 or a poor record?

10 MRS.SULLIVAN: I would say we have  
11 come a very long way in the last few years. We were  
12 very disturbed when the department of special  
13 education was dissolved. We felt this was  
14 definitely a regression because I think that special  
15 education is still lagging behind general education,  
16 without doubt. One province, I am not sure, but I  
17 have a feeling it is Alberta, has put in mandatory  
18 legislation that would ensure appropriate education  
19 for these children. I would hope that the  
20 province of Ontario in a specified number of years  
21 would move in the same direction. If not, I think  
22 we are going to have the same problem we have right  
23 now, where everybody seems to move into the Toronto  
24 area, the larger urban areas, to get facilities and  
25 this is happening across the board. If you are a  
26 parent and you live in the Muskoka area, you are in  
27 trouble, and I use that as an example for no reason.  
28 It is just that they do not have the facilities.  
29 You have got transportation and so on.

30 We have come a long way, but I don't







1 see that dissolving the special education department  
2 is going to assist us.

3 MR. SHUKYA: You see there is another  
4 point in connection with the dissolution. It would  
5 seem that under the new governmental plan, super  
6 ministries being responsible for the under ministries  
7 and the fact that special education, in its over view,  
8 really spreads to two or three departments, health,  
9 social and family services, and education, that perhaps  
10 this is the time to associate a section with the super  
11 ministry which could coordinate the efforts going on  
12 in the various departments, in an attempt to provide  
13 better service for the kids who are the ultimate  
14 goal of all of us.

15 MRS. FARR: Yes, in connection with your  
16 first recommendation, you are asking for improvement  
17 in teacher training and the selection of candidates  
18 for teaching. Candidates should have a high degree  
19 of emotional stability and so on. How do you see  
20 screening the candidates for teacher training so  
21 that you can get the type of person you want?

22 MR. SHUKYA: Actually this is a good  
23 day for making a presentation, because I spent the  
24 afternoon with someone in the sociology department of  
25 York University, working with people in the sociology  
26 department in Toronto, in an attempt to find a tool  
27 which could delineate the aspects of teachers, some  
28 of their concerns, some of their biases, and it is  
29 back to the other point, this is just a beginning,  
30 but any type of research which has to have a proper base





1 requires some funding, and if it is assumed as it  
2 is through here, that it is the teacher who is one  
3 of the most important people in this whole chain,  
4 it is necessary to take a hard look at what type of  
5 teacher is best with the special child. What  
6 characteristics are needed in a human being to  
7 relate to a child with very special problems, and  
8 basically in the Metro board, which is the one I am  
9 more familiar with, the chain of early referral  
10 is either the parent, the teacher or the principal,  
11 and unfortunately there is not as much input to any  
12 of those three as there should be.

13 It is possible to go through a teaching  
14 career with just peripheral mention made of special  
15 children. It is possible with the cutbacks of in-  
16 service programs for a teacher to continue on for years  
17 without having some awareness of this whole problem.  
18 It is possible for a parent to go through life  
19 knowing something is wrong at home, but not knowing  
20 where to go. And if we are to try to strengthen this  
21 sort of screening chain, it is necessary to put sufficient  
22 input into the teaching staff either through preliminary  
23 training at the teachers colleges or colleges of  
24 education through in-service programming, through  
25 continuing education. This of course would be just as  
26 necessary with the principals, and also with the  
27 parents, some type of adult education program and  
28 some type of, I guess, community education, for  
29 lack of a better word, such as the last proposal was, when  
30 OECA was mentioning it, a percentage of those viewers





1 are non-teachers and this is another audience.

2 MRS.FARR: A concern I have, I think,  
3 maybe I am biased here, but I will mention it.

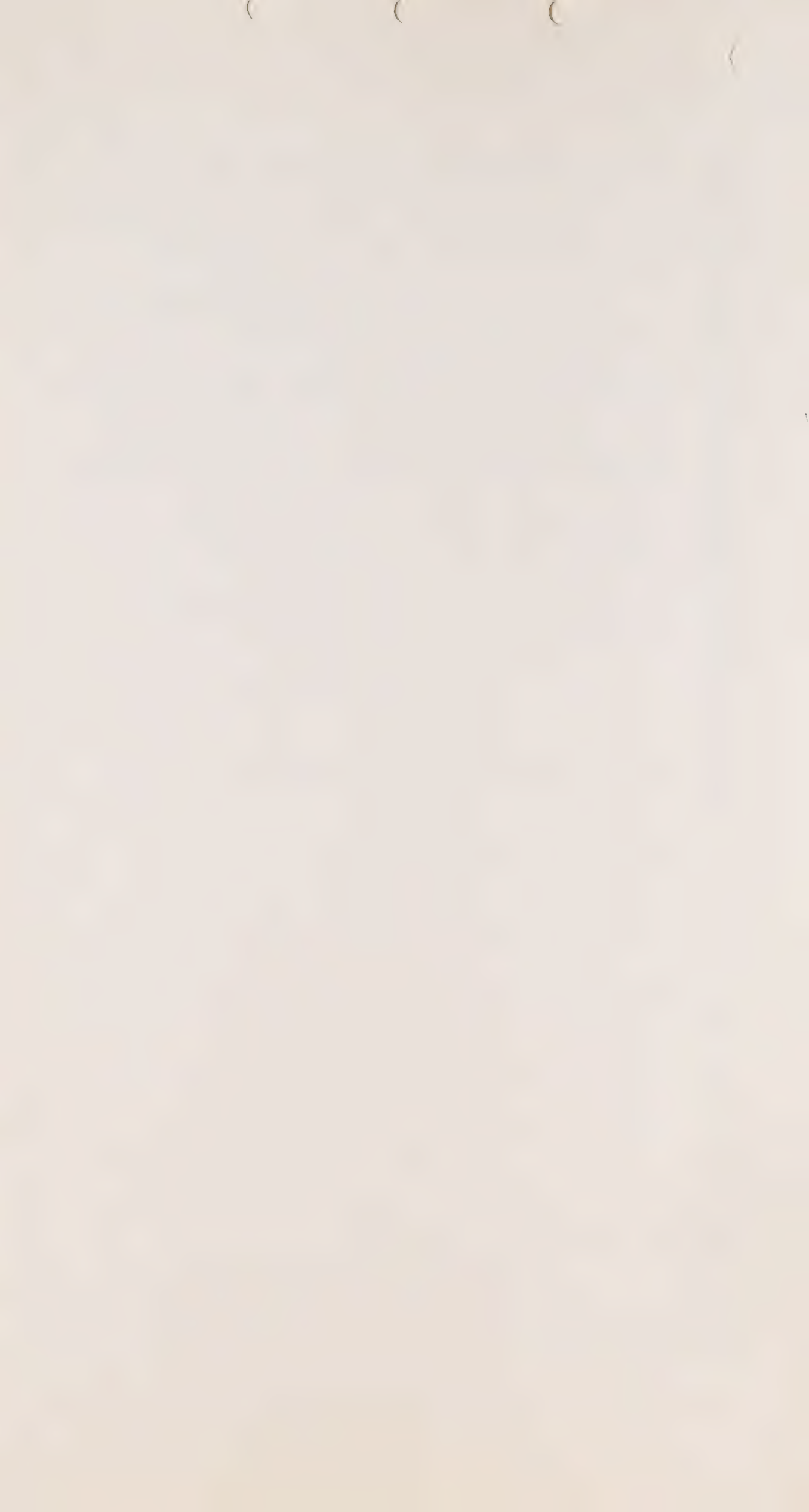
4 You have referred to better education  
5 for school psychologists. One thing that always  
6 sort of bothers me, so many of the school psychologists  
7 are actually trained to do work with children, with  
8 learning disabilities, emotionally disturbed children,  
9 and yet they do not do that, and the people, it seems  
10 to me, who could best solve these problems, when a  
11 child is referred, they write a report, assessing  
12 his abilities, disabilities, and that is about it.

13 I would like to hear your reaction.

14 MRS.SULLIVAN: I would agree generally.  
15 If a child is referred for a psychological testing,  
16 the teacher has been concerned in the first place,  
17 and she knows that child is in trouble, either  
18 behavioural or learning, and then the report comes  
19 back and it just confirms what she already knew in  
20 the first place, and then what does she do? If we  
21 could have our psychologists with some kind of  
22 involvement with our teachers on setting up programs  
23 and utilizing it this way, this is what is needed.

24 MRS.FARR: Well they could actually  
25 work with the children and get the child started on  
26 the right road, it seems to me.

27 MRS.SULLIVAN: Well I think there are a  
28 number of variables. It is the parents too, and also  
29 the child -- often if the child is tested presently  
30 too in the province, it doesn't mean that those parents







1 are even going to see that psychologist. They do  
2 not necessarily see them at all. They might have it  
3 interpreted by the principal or the teacher.

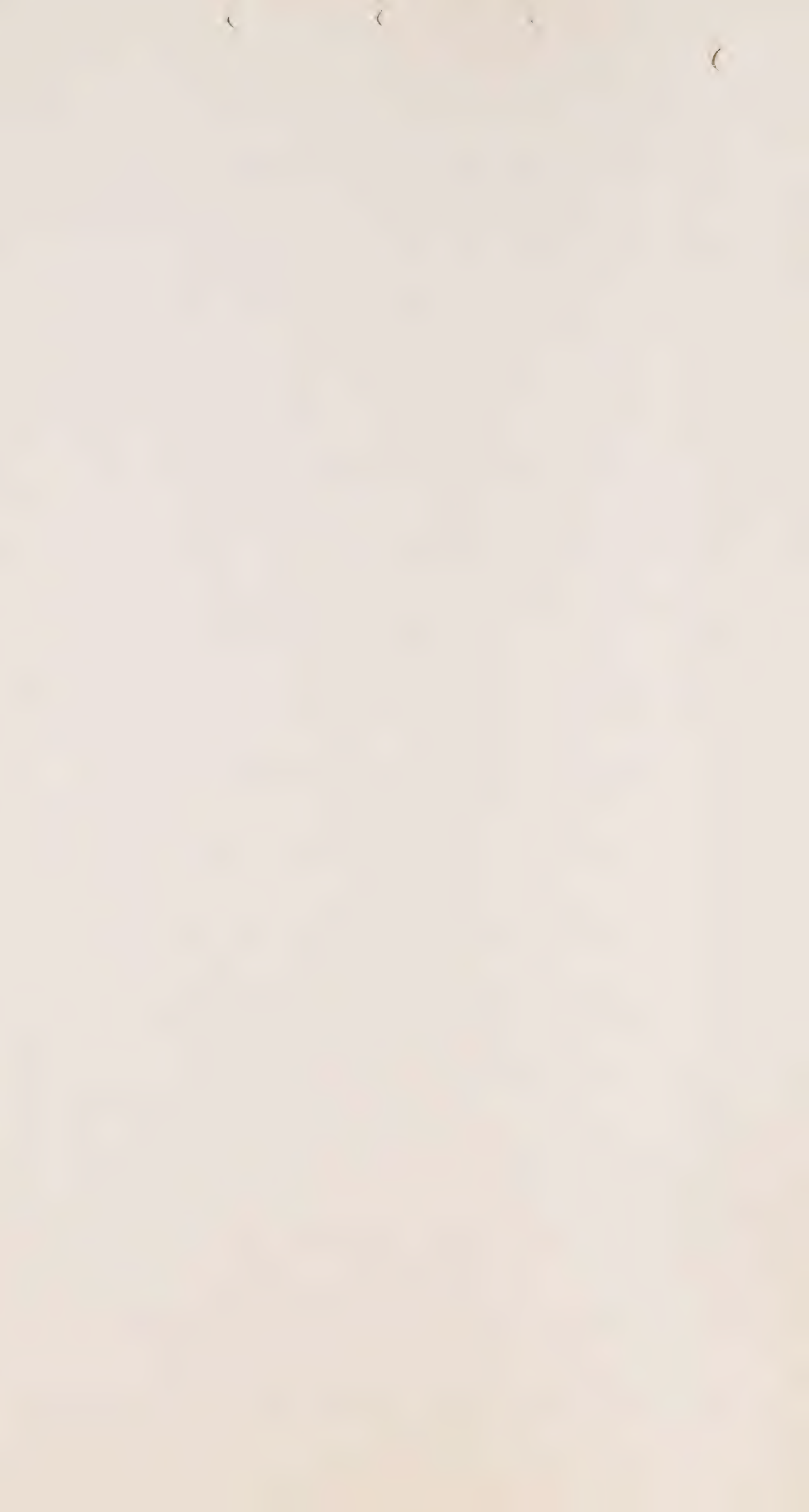
4 MRS.FARR: The teacher does not see  
5 the psychologist, either.

6 MRS.SULLIVAN: No, it is kind of a dead  
7 end thing, and without the cooperation and understanding  
8 of the parents of an exceptional child, we can do  
9 everything we want and we are really leaving out one of  
10 the most important segments of it. We should get  
11 our psychologists very much more involved.

12 THE CHAIRMAN: I think we might have  
13 other questions that we would like to place to you,  
14 but would you mind if we placed them in writing?  
15 Perhaps some will come up in the future, because  
16 we will be doing research for some months, and this  
17 is one of the subjects that we are going to be doing  
18 quite extensive research on. Would you be willing,  
19 if we submitted questions to you, your association,  
20 and you could give us your views in writing?  
21 If you have done any surveys that might be of use  
22 to us, would you please give them to us.

23 MR. SHUKYA: May we also in that, if  
24 things do come up during the course of time between  
25 now and the answer to your letter, also include  
26 them if they are not specifically asked for?

27 THE CHAIRMAN: Certainly. Anything you  
28 think that might be helpful, that we should receive,  
29 please send it to us. Thank you very much for  
30 submitting your brief and being with us today. We  
appreciate you coming.









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TORONTO TEACHERS' FEDERATION  
BRIEF NO.45

#)30

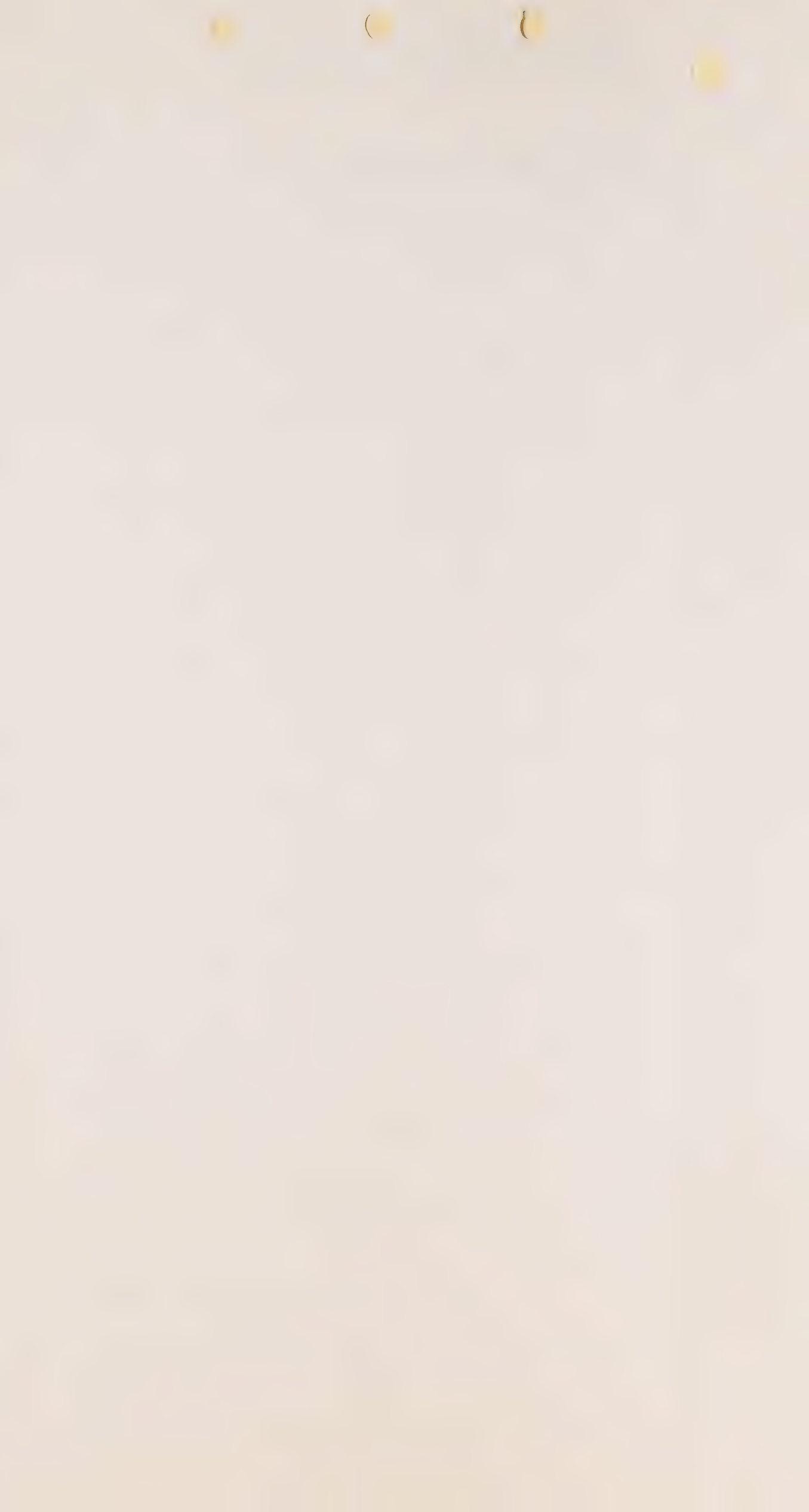
THE CHAIRMAN: Miss Sweet, I am sorry we are starting a little late. On two previous occasions when we had reached almost the point of mental and physical exhaustion, Miss Evans showed up to speak for the Teachers, and she got us going all over again.

Would you introduce the people with you, and if you have anything to add to your brief, please do so, and then we will have a few questions for you.

MISS SWEET: Thank you. First of all, I am Helen Sweet, president of the Toronto Teachers' Federation. On my right, Phyllis Edmondson, Peter Chown, Mary Thomas, Mr. Ian Hunter, chief engineer, Toronto Board. Mr. Geoff Gooderham, Mr. Lloyd Saunders, Mr. Peter Decarwin, Mr. Stan Hood, Miss Kay Dyson, Mr. Frumalard, and --- inaudible ---

The TTF, for those who are unfamiliar with the name, is the amalgamated group of the men and women teachers in Toronto, who joined together four years ago, to present a united front to our board in working with children and with our board to try and have the best possible climate for teaching children in the city, and through working with our board officials and trustees we think we have come a long way.

We realize the report from the Ontario Government several years ago stated that if the educational costs continued to rise, they would take the total provincial budget. We do not have figures,







1 but we believe that this estimate must have included  
2 the cost for the community colleges and universities  
3 throughout the province, many of which are still being  
4 built, and we understand that there is fierce  
5 competition for students at these institutions.

6 We became extremely concerned last year  
7 at the ceilings on education costs. We felt that this  
8 adversely affected the quality of education in Toronto  
9 and we did everything in our power to try to bring  
10 this information to the Ministry of Education, through  
11 meetings with Mr. Wells and cooperative efforts  
12 with our trustees and our board officials.

13 We felt when this committee was formed,  
14 it was another very appropriate time for us to try  
15 to present the teachers' position and the position of  
16 education in Toronto through you to the Provincial  
17 Government. We do have several areas in which we  
18 would like to give added information and this  
19 is why we have a number of resource people with us  
20 today.

21 I would like to, sort of, not follow  
22 straight through the brief, if this would be'  
23 agreeable with you, and select three or four areas  
24 in which we can speak.

25 THE CHAIRMAN: Start with anyone you  
26 want.

27 MISS SWEET: Well point number 4 in the  
28 first page, because it is an old system, many old  
29 school buildings throughout the city, is a very  
30 general term and I am sure that every school board





1 in the province is somewhat different and we have  
2 with us today, Mr. Konteau, Mr. Saunders, Mr. Freidberg,  
3 who would like to give you some further information  
4 on what this actually means to us and our costs in  
5 the Toronto board.

6 MR. HUNTER: Mr. Chairman, I will start off.  
7 We have, I think the greatest percentage of old schools  
8 in the province that are more than thirty-five years  
9 of age. Many of these schools lack the requirements  
10 that the Ontario Fire Marshal in the City of Toronto  
11 requires in safety. Many of them lack the facilities  
12 that the Department of Education recommends. For  
13 example we have 35 schools that do not meet the  
14 Ontario Fire Marshal requirements for emergency  
15 lighting and to correct that, it is going to cost  
16 us approximately a hundred and seventy-five thousand  
17 dollars. We have approximately a hundred schools  
18 with a fire alarm system that does not meet the  
19 requirements. This is a half a million dollars  
20 requirement to bring that up to date. Exit lights,  
21 again, the Fire Marshal's requirements, that is a  
22 quarter of a million dollars. We have 375 classrooms  
23 that do not meet modern day lighting. Many of them  
24 are the old incandescent lighting, many of them  
25 are fluorescent, but do not have the Ontario Hydro  
26 code requirement, that is of protective ballast,  
27 such as if there is a fault the light will fail.  
28 It is a fire hazard. That is over three hundred  
29 thousand dollars to bring that up to date. We have  
30 many schools that do not have the proper signal





1 systems that the Department of Education recommends,  
2 such as clocking program systems, 18 schools still  
3 do not have a system there. There are 14 schools  
4 that don't have public address systems, and there  
5 are 30 schools that do not have telephones. As  
6 well, we have 21 schools that don't have proper  
7 fire exits; that is, there are schools with open  
8 stairwells going right up the middle of the school.  
9 This is a real fire hazard. To correct this  
10 fault, our figures three and a half million dollars.  
11 Now this does not include other schools that have  
12 this fault that we are probably going to replace  
13 within the next year or two.

14 There are also other schools that,  
15 as I say, do not meet the academic requirements,  
16 general purpose -- a number of schools in that  
17 category. This is a capital cost. We did three  
18 years ago make a report to our board on the  
19 replacement of schools that don't have the proper  
20 facilities, don't meet the Fire Marshal's requirements.  
21 This report was adopted by our board and was to be  
22 a five year program, but because of the cut backs  
23 in the Department of Education in the Metropolitan  
24 School Board we just have not been able to meet that  
25 program. I think Mr. Freidberg -- I will refer  
26 to him. He can elaborate what is happening in  
27 that program.

28 MR. FREIDBERG: Well, my primary  
29 interest in the capital building program and as  
30 Mr. Hunter mentioned, back in '66 a survey was conducted







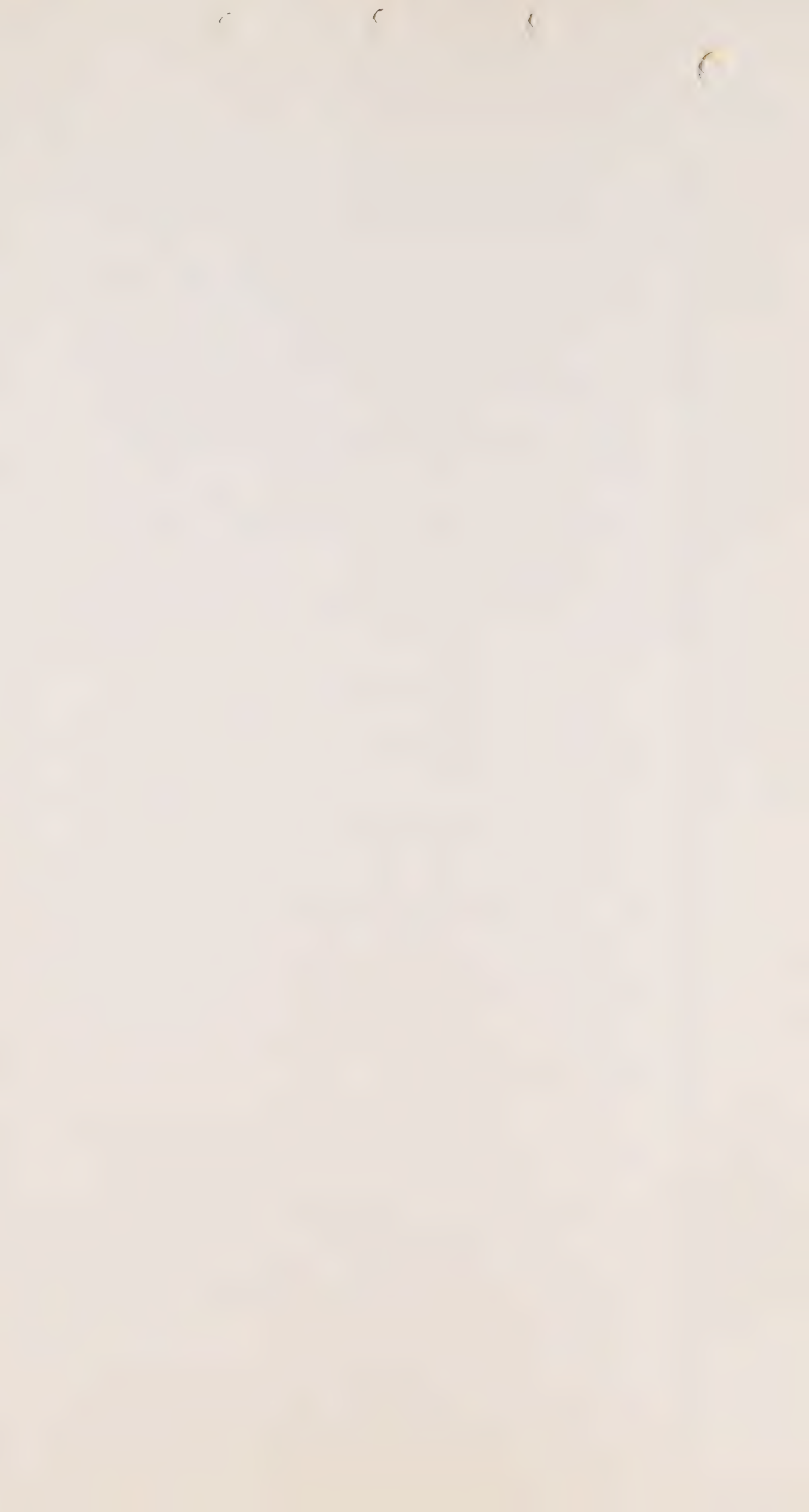
1 -- each of our older schools was rated and certain  
2 results obtained and a safety survey in terms of  
3 stairs, exits, and that sort of thing was evaluated  
4 as well, and as a result of that 22 schools were  
5 named for replacement. These were schools where  
6 the stairwells could not be made, I use the term  
7 rather loosely, perhaps safe, the buildings are  
8 safe, so I don't want anyone to go away with the idea  
9 that they are totally unsafe, but there were 22  
10 schools named in any event, -- the attitude or at  
11 least the desire was to replace at least two school  
12 buildings a year.

13 Now this report went to our board  
14 November 13, '69, and with the 22, and of that number  
15 none of the buildings have been -- yes, I am sorry,  
16 one has been replaced to date. In other words,  
17 we have gone through since 1969 hopefully getting  
18 two a year, but due to inadequate resources, or  
19 inadequate funding, we managed to do one, to replace  
20 Withrow. There are two others on the way at the  
21 moment, Balmy Beach and Eglinton and Brown's is  
22 number three.

23 DR. McCARTHY: You said there were  
24 three, so that is one ahead of the rate for this  
25 year at least. Is that what you are saying?

26 MR. FREIDBERG: Actually I am saying  
27 that since '69 we would have accomplished '69-'70,  
28 '71 and '72, that is four years.

29 DR. McCARTHY: The policy decision  
30 was made in '69. What kind of a time lag do you have





1 in terms of providing the building?

2 MR. FREIDBERG: About a year and a half.

3 DR. McCARTHY: So from '69, '70 and a  
4 half ---

5 MR. FREIDBERG: These others  
6 incidentally are just nicely underway, Balmy Beach  
7 and Brown.

8 A SPEAKER: It will be lucky if these  
9 schools are open in September of '73. They will  
10 not be open in September '73.

11 DR. McCARTHY: Somewhere I read the  
12 target for Brown's school was to be September '72.

13 A SPEAKER: That was the target.

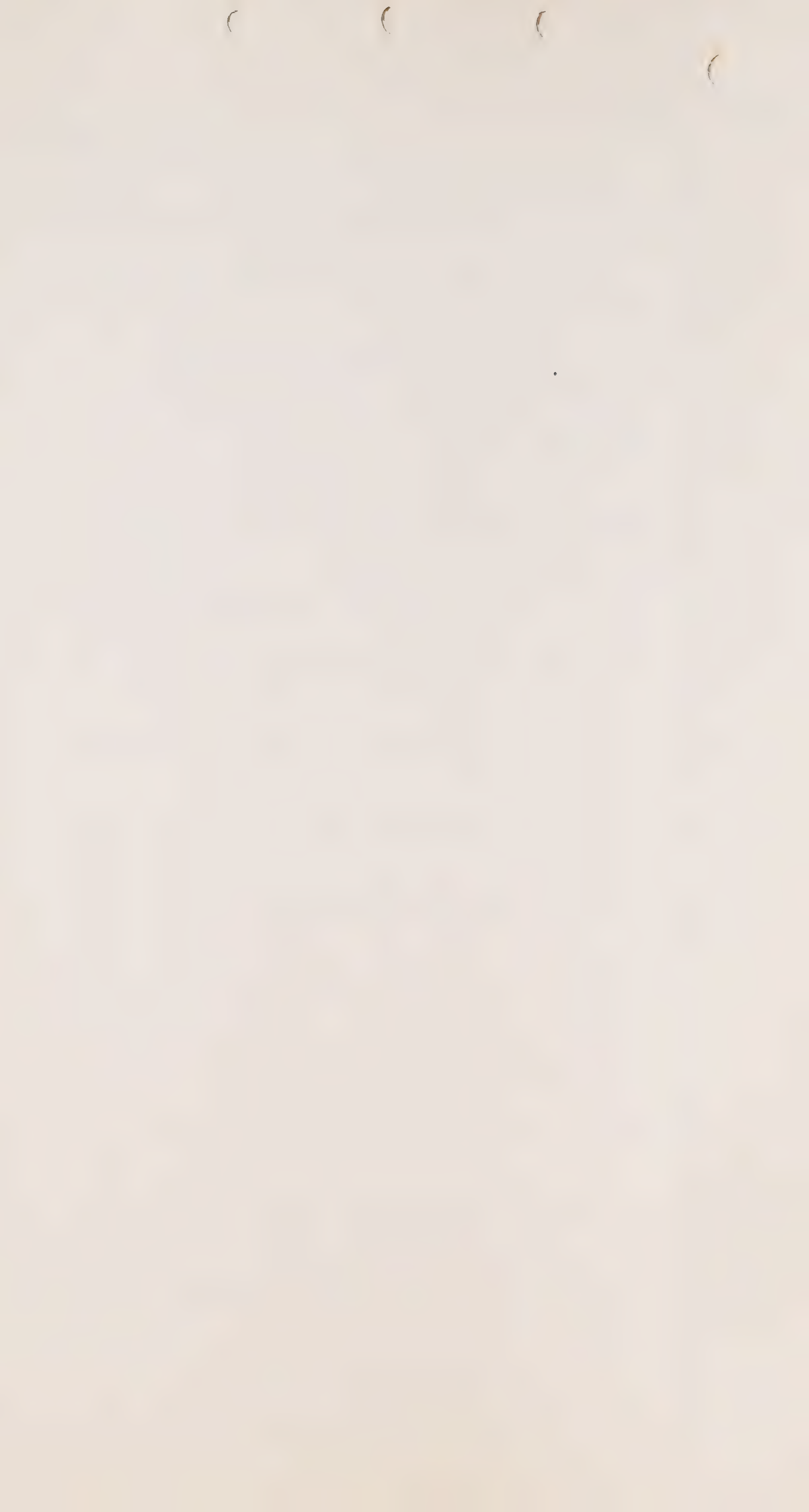
14 DR. McCARTHY: What are you going to  
15 do with the kids?

16 A SPEAKER: They are going to be in  
17 portables, while the new building is erected. The  
18 old one will not be demolished before the new one is  
19 built, and in the meantime, the students will be in  
20 portables. However, in the case of replacements,  
21 where it isn't absolutely necessary, they will be  
22 in the building in September. It is not desirable  
23 but it is necessary, because they are housed.

24 In any event, many of these schools  
25 that do require an awful lot of maintenance because  
26 of the time lag, and Mr. Saunders has something to  
27 say -- he is very much interested in the maintenance  
28 aspect.

29 MR. SAUNDERS: Thank you.

30 Mr. Chairman, out of deference to the



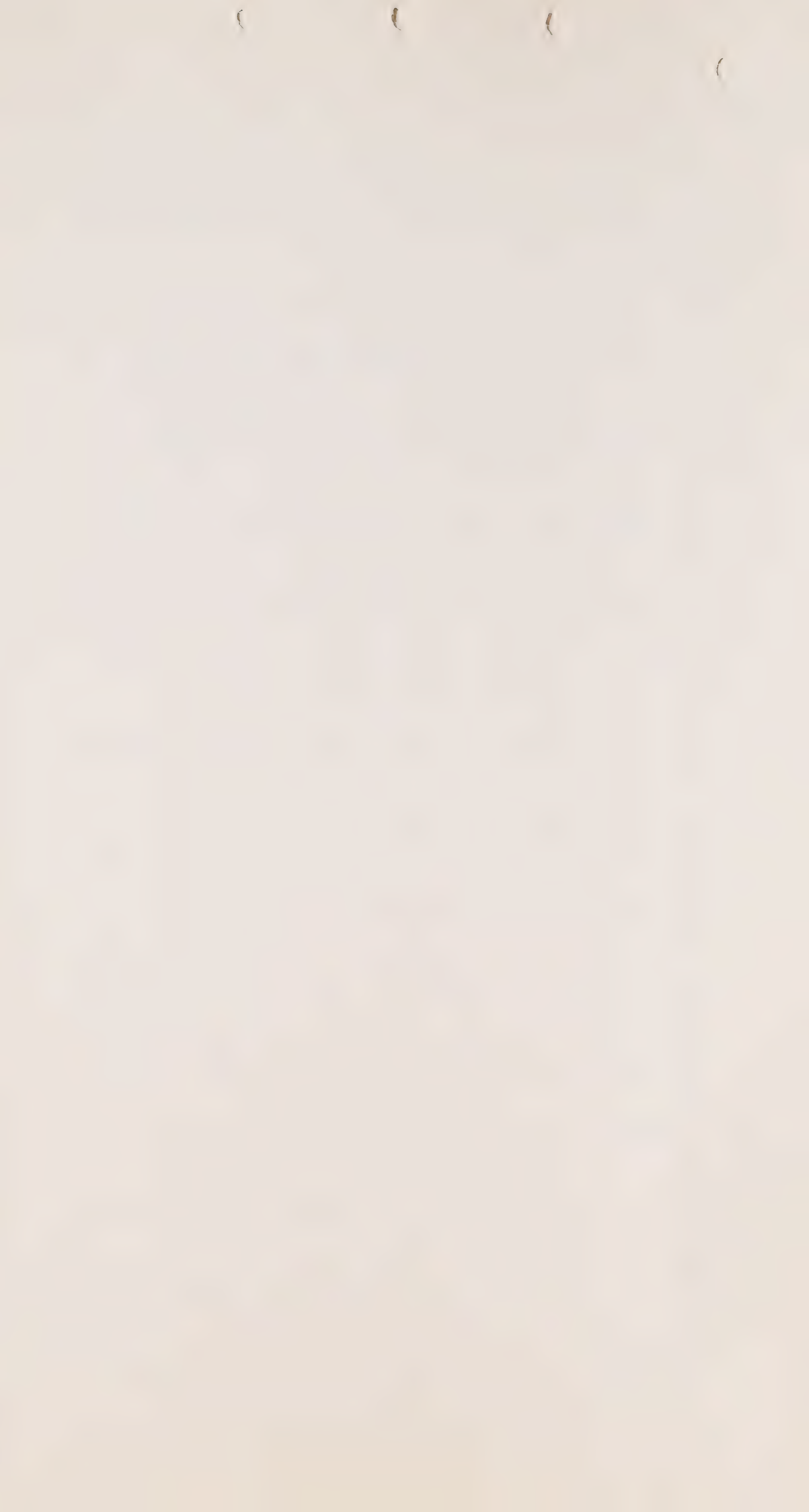


1 hour, and your opening remarks, I will try to be  
2 brief. I have some notes I would like to refer to  
3 here.

4 The main burden lies primarily in the  
5 fact that our buildings are older, and I think it is  
6 rather self-evident that naturally they do require  
7 a proportionately higher percentage of maintenance  
8 than a newer structure. In our municipality we have  
9 many technical commercial and vocational schools and  
10 this type of building, once again requires a relatively  
11 higher ratio of maintenance dollars than a conventional  
12 academic building. One can visualize the amount of  
13 machinery and equipment and so on in a school  
14 such as one of our main technical schools, and albeit  
15 there are weighting factors used to compensate,  
16 we feel that the general ratio of this type of  
17 school in our system is a major factor in affecting  
18 our total maintenance costs.

19 DR. MCCARTHY: Is that in proportion  
20 to the student population or the general population  
21 -- is that different in Toronto as compared with  
22 North York or Simcoe County or some place like that,  
23 because I don't think the statistics support the  
24 fact that there is a different proportion of students  
25 pursuing those programs in Toronto as compared with  
26 other jurisdictions, but I may be wrong.

27 MR. SAUNDERS: Well, I would not  
28 quote statistics on that point, however, I do believe  
29 that the City of Toronto having been established  
30 for a longer period of time in the field of courses,



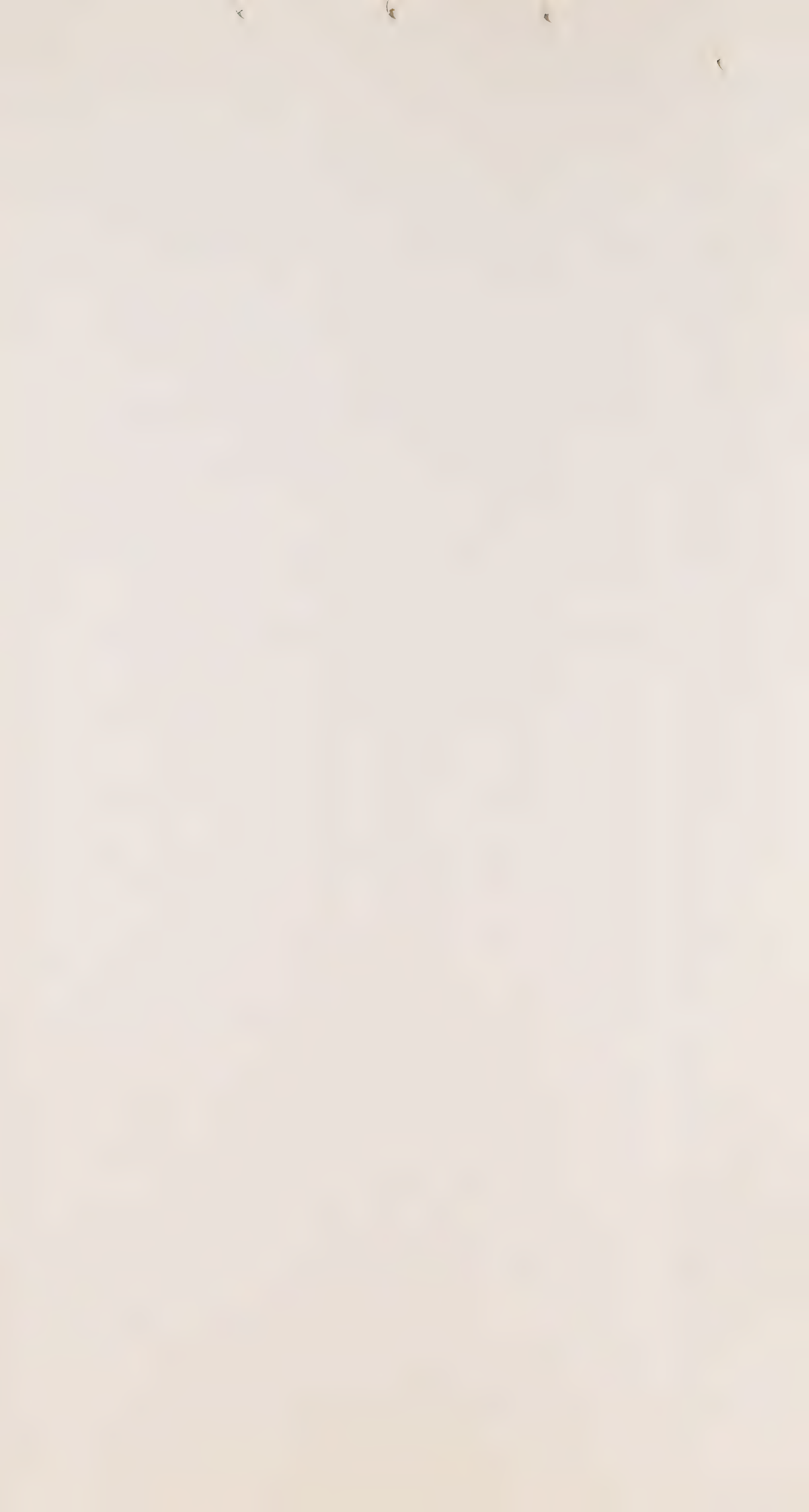




1 in the technical area for example, offer courses  
2 in the technical schools that many of the Metropolitan  
3 Toronto boroughs do not offer and consequently  
4 the City of Toronto by agreement receives those  
5 students into our system, and therefore I would  
6 answer your question this way, by saying, I do  
7 believe that the proportion of technical commercial  
8 vocational schools -- the total is higher in the  
9 City of Toronto.

31 10 Then if I could go on, sir, one could  
11 readily visualize that in an older school in an  
12 endeavour to comply with the academic requirements  
13 improvements come along and at a greater rate and at  
14 a greater cost than in a newer system, where your  
15 building starts off a little bit ahead in terms of  
16 academic facilities, so in the older urban centres  
17 such as the City of Toronto, we feel that our annual  
18 improvement program costs us a little more money,  
19 and this is more in the minor type of improvement  
20 as opposed to the total building replacement that my col-  
21 league, Mr. Freidberg has referred to, and my colleague  
22 Mr. Hunter has referred to, major programs relative  
23 to compliance with the fire regulations in respect  
24 to stairwells and so on. I am thinking of obtaining  
25 science rooms, home economics rooms, altering  
26 conventional classrooms to suit the modern teaching  
27 techniques and methods and so on.

28 In an urban area such as the City of  
29 Toronto, we do, I believe receive more than -- I will  
30 phrase that another way -- we receive a large





1 proportion of after-hour use in our buildings, and  
2 this brings with it an attendant maintenance and  
3 caretaking cost, and this, I think, affects our system  
4 much more so than in a -- let us say a more suburban  
5 type of municipality. Vandalism of course goes hand  
6 in glove with the dense population from our downtown  
7 school system, and this is a factor. So often the  
8 only open space in the area is the school yard, that we  
9 find that after hours youngsters tend to congregate  
10 there and the result is broken windows, etcetera,  
11 etcetera, etcetera, and I think this is a fact that  
12 in borough areas and more suburban type of system,  
13 I do not think one finds this type of problem.

14           The Toronto School system is influenced  
15 to a very significant degree in the field of  
16 maintenance and Mr. Hunter touched on this earlier  
17 by the necessity to comply with many codes and again  
18 being in an urban centre such as Toronto, the  
19 inspection tends to be a little more rigid than  
20 perhaps in smaller municipalities where the inspection  
21 duties are perhaps spread out a little more thinly.  
22 I am not suggesting sir, that that is the only  
23 reason, that we would comply with the codes -- quite  
24 the contrary. It is our policy to endeavour to  
25 comply with the intent of these codes, notwithstanding  
26 the fact that most of them are non-retroactive,  
27 but over the past years the maintenance department  
28 has endeavoured through a systematic annual program  
29 to comply with the spirit and the intent of these  
30 various codes.





1 DR. McCARTHY: I don't want to be in a  
2 position of appearing to be argumentative. I don't  
3 intend that at all, but when you make the comparison  
4 that local municipalities do not check up from the  
5 standpoint of the fire marshal and so on, as much as  
6 in the City of Toronto, your colleague mentioned  
7 that you were not meeting the Fire Marshal's requirements  
8 in many instances where they are being met out in the  
9 country, and I am trying to see what point you are  
10 making here in terms of cost, because to some extent  
11 you are not complying with them and others are  
12 required to do this, and I think the check-up in  
13 most of the smaller urban municipalities will be  
14 such that you could not get away with some of the  
15 things that were described here earlier.

16 MR. SAUNDERS: Perhaps I could answer  
17 that question this way. I mentioned that I am  
18 speaking primarily in the field of maintenance.  
19 The day to day, the minor alterations, minor  
20 improvements, changes, and with respect to the  
21 inspections, let us say in my area of endeavour we  
22 wish to provide a sink and counter unit in a classroom  
23 and a drawing is prepared for that. It must pass  
24 through the various regulatory authorities, one of  
25 them being the Toronto Fire Prevention Bureau, and  
26 the Toronto Fire Prevention Bureau will take the  
27 position not so much if we are making an improvement,  
28 in that room, than it is appropriate that the  
29 combustible ceiling tile be replaced with non-  
30 combustible ceiling tile and in this manner we are







1 involved in compliance with codes.

2 Now with regard to the inspection, I  
3 did not mean to imply sir, that there was laxity on  
4 the part of smaller municipalities. What I was  
5 rather saying was that in a large municipality such  
6 as the City of Toronto, the number of inspectors I  
7 think, economically speaking, becomes larger, consequently  
8 the amount of inspections, the ground they cover is  
9 higher and we recognize this and do our best to comply.  
10 Have I answered your question, sir?

11 MR. McCARTHY: No sir, but I am  
12 prepared to accept what you are saying, but that does  
13 not meet the point I think, when you say -- you know,  
14 you go to put in a sink and you get these other --  
15 I don't think that is unique to Toronto. What I  
16 think you are trying to establish, is that it is a  
17 special case to be made for the treatment of Toronto,  
18 with respect to expenditures in this whole area of  
19 maintenance and operating -- operations, but if you  
20 do, I think you have to do it on the basis of actual  
21 facts in relation to these other places and I think  
22 you are underestimating the requirements that have to  
23 be met by other parts of the province.

24 MR. SAUNDERS: I recognize sir, that  
25 of course this is one area that would have to be  
26 weighted, and I am suggesting that because of the  
27 great number of codes that you must comply with, the  
28 Toronto Fire Prevention Bureau for example, has  
29 requirements which are more stringent in some areas  
30 than the Ontario Fire Marshal.



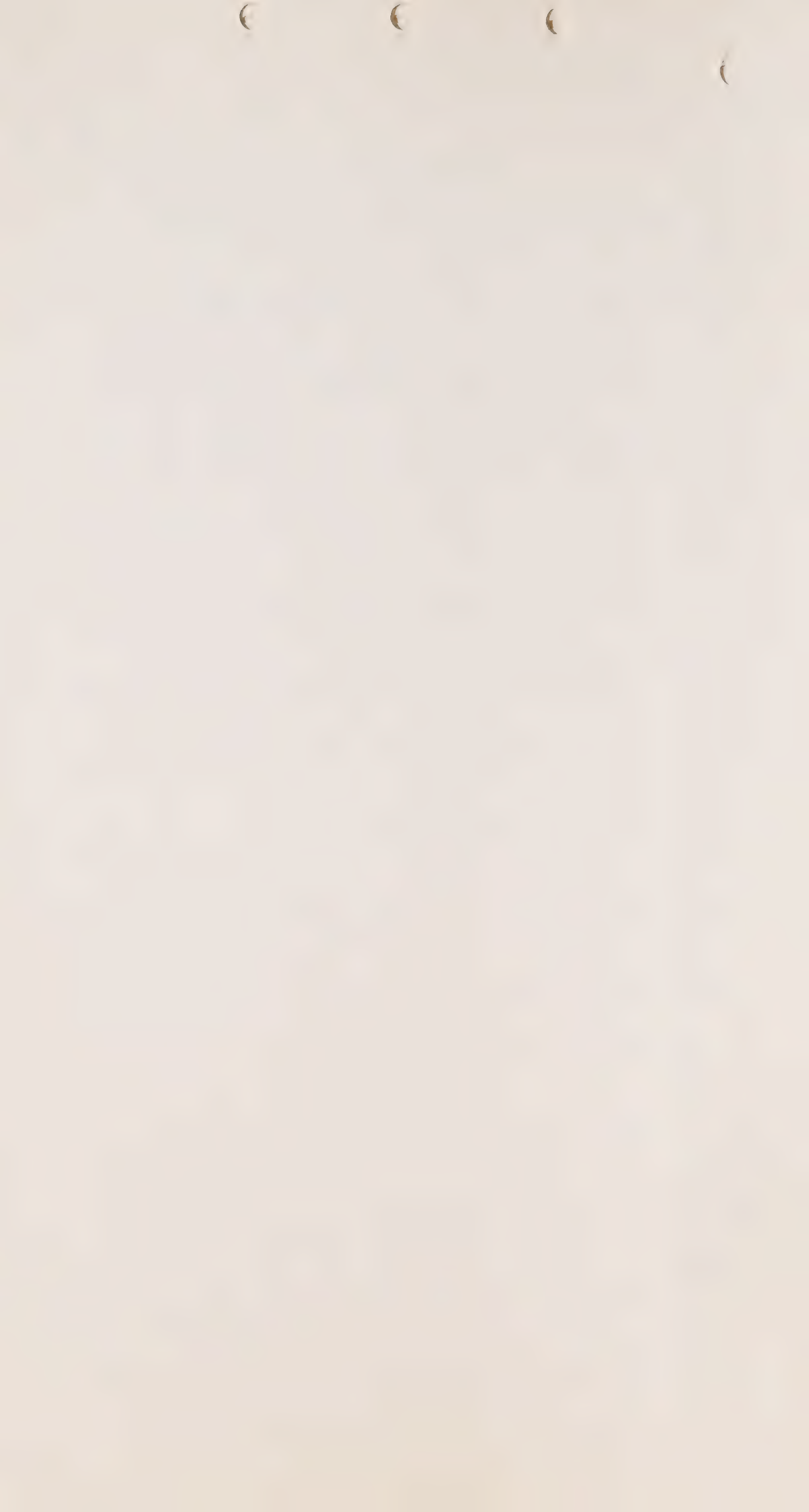


1 THE CHAIRMAN: We have heard this  
2 complaint from other boards too, this morning.

3 MR. SAUNDERS: If I could go on,  
4 equipment -- I will just mention that because we are  
5 an older system our equipment such as woodworking  
6 shops, our woodworking machinery is older, our print  
7 shops -- printing equipment -- are older, consequently  
8 in order to up-date the switches and make them safe  
9 and so on and so on, we must expend a proportionately  
10 greater dollar than some other areas. I have already  
11 touched on the concentration of pupils in the  
12 downtown city school grounds, and the attendant  
13 additional maintenance costs, portable classrooms of  
14 course are common to many municipalities. Toronto  
15 I think, in the academic years '70-'71 had something  
16 like four hundred portable classrooms.

17 Now there will be less in the coming  
18 academic year but one can visualize the attendant  
19 maintenance costs on those structures which are ---  
20 they are temporary structures in very nature, and of  
21 course more prone to damage. We find ourselves ---

22 DR. McCARTHY: Could I ask you in  
23 connection with that, the fact that you have that  
24 many portables -- maybe this is representative of  
25 the very best kind of forward planning, even if it  
26 were not intended that way -- if I make my point  
27 that in time of declining enrollment, you will not be  
28 faced with paying debentures for twenty years because  
29 you can get rid of a portable, which has a shorter  
30 life term and a smaller cost initially, so that that





1 | would maybe be on the positive side.

2 |           MR. SAUNDERS: Indeed sir, I think the  
3 | fact that we have such large numbers of portable  
4 | classrooms has given the City of Toronto a great  
5 | deal of flexibility in terms of providing combinations  
6 | and perhaps eventually as you said, it will bear  
7 | fruit in not building permanent structures, but  
8 | noneless I go back to the fact that I am speaking in  
9 | the field of maintenance and trying to get my share  
10 | of the maintenance dollar; I need more to look after  
11 | the temporary structures.

12 |           Swimming pools, again in the City of  
13 | Toronto, we have something like 42 swimming pools,  
14 | and we find that they are a very very expensive area  
15 | to maintain, not just the pool itself, but the  
16 | ancillary areas, dressing rooms, shower rooms, and  
17 | so on. They are a high quality type of area, with  
18 | glazed walls, glazed partitions, and so on and so on,  
19 | and we find that they are very expensive to maintain  
20 | and it is interesting to note that of all the areas  
21 | in our schools, I think the swimming pools are perhaps  
22 | used more than any other single part of the school.

23 |           I think you gentlemen might be interested  
24 | to know that our swimming pools operate something like  
25 | fifty weeks of the year, and many of them during the  
26 | day and during the evening, and as a maintenance man  
27 | I can assure you that if we are called upon to do  
28 | a repair job in a school, if it is in a swimming pool  
29 | we say to ourselves that has got to be one of the  
30 | most difficult areas to get at, because of the







1 amount of use.

2 Air pollution in the City of Toronto  
3 also contributes to some of our woes, primarily in the  
4 necessity of providing and maintaining ventilation  
5 systems, supply air systems, exhaust air systems,  
6 require filtering and so on and so on. The air  
7 pollution affects the frequency of our cleaning  
8 program. We have found over the last decade the  
9 exterior of our buildings has been adversely affected  
10 by the increase in the air pollution, particularly in  
11 the downtown part of the city and this again is a  
12 factor which I think is peculiar to the dense urban  
13 areas.

14 Cafeteria, kitchens, are other areas  
15 where we have a high percentage of -- in terms of school  
16 system -- very costly equipment to maintain and look  
17 after.

18 Union. The unions with respect to  
19 the cost of our labour not only in caretaking, but in  
20 the field of maintenance, the employment of contractors,  
21 this is a fact, we have had unions established in the  
22 City of Toronto for many years now, I believe the craft  
23 industry would be the main industry now, nine years,  
24 and in the caretaking area almost the same.

25 Now, you gentlemen, I am sure, realize  
26 that the longer the union stays in existence, the  
27 higher the cost of the fringe benefits -- well we  
28 are committed in this area to a significant degree  
29 and the result is that our labour cost is somewhat  
30 higher than other areas. We are in the process now





1 of endeavouring to inject a little more uniformity  
2 with regard to the Metropolitan Toronto school system  
3 but the fact of the matter is that we are involved  
4 in a cost here which must be considered.

5 Now gentlemen, I don't think I will go  
6 on any longer. I just touched on some highlights.  
7 The main version, as I say, has to do with the age  
8 of our buildings, our endeavour to up-date them. The  
9 fact that we are in a very dense urban area ---inaudible ---

10 DR. McCARTHY: What would it cost to  
11 change all the locks on the schools in the City of  
12 Toronto?

13 MR. SAUNDERS: We have just done that,  
14 sir.

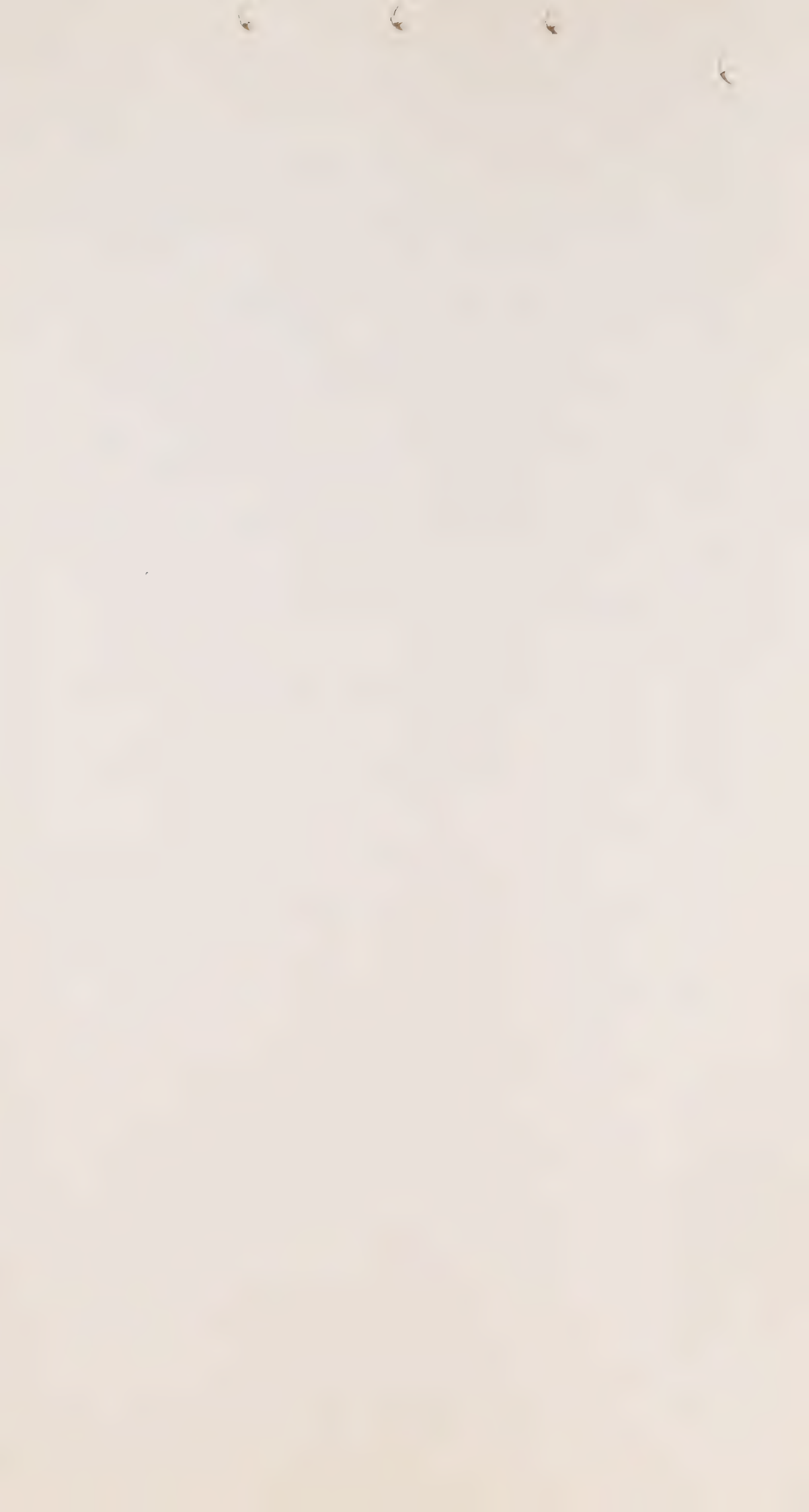
15 DR. McCARTHY: Pure coincidence, my  
16 question.

17 MR. SAUNDERS: Well, not all the locks, but  
18 in the older buildings, and I presume that is what you  
19 are talking about. We have over the last seven years,  
20 I believe it is, we keyed our old school buildings  
21 so the caretaker no longer goes around with a great  
22 raft of keys and we have special key systems now  
23 and the cost of an elementary school, it would be  
24 very difficult to put it down in dollars and cents,  
25 because you vary from a large secondary school to  
26 a small elementary school.

27 DR. McCARTHY: What is the range?

28 MR. SAUNDERS: I would say six to seven  
29 thousand.

30 A SPEAKER: The larger buildings, thirty





1 to forty thousand dollars.

2 DR. McCARTHY: What was the cost of the  
3 ones you just finished doing?

4 MR. SAUNDERS: They would be -- our  
5 annual program ran -- I would say about a hundred and  
6 fifty thousand, two hundred thousand dollars, per annum.

7 DR. McCARTHY: Does the board have a  
8 policy with respect to resodding football fields and  
9 so on?

10 MR. SAUNDERS: Yes, it does, sir.

11 A SPEAKER: That is a good point to bring  
12 up at this time, because I was late arriving with the  
13 group this afternoon. I received a call from one  
14 of our schools, Brockton School, we have a permit -  
15 Toronto and District Soccer League using that, and  
16 last week you will recall the rain, Tuesday and  
17 Thursday nights they used the field, and now we have  
18 no more grass. The thing is, do we continue with  
19 the permit. If we do and allow them to continue to  
20 use it, there will not be any grass in September for  
21 the school children when they come back. If we want  
22 grass for September, we will have to cancel the  
23 permit and it will take a month to resod that field.  
24 That is to put it down and let it knit. This is  
25 the dilemma we are in with our small sites, our high  
26 use by the community.

27 DR. McCARTHY: Is there a budget figure  
28 from last year for that purpose, or this year?

29 MR. SAUNDERS: There is one sir, but I  
30 am sorry, I do not have it.







1 DR. McCARTHY: All I am trying to do  
2 is raise the question about priorities, in some of  
3 these areas that you speak about, because I recognize  
4 you have certain maintenance and other costs that  
5 may be additional, but when you look at some of those  
6 things, then you start to say, well where does the  
7 priority lie. Do you have to make some choices or  
8 do you have to do the whole thing?

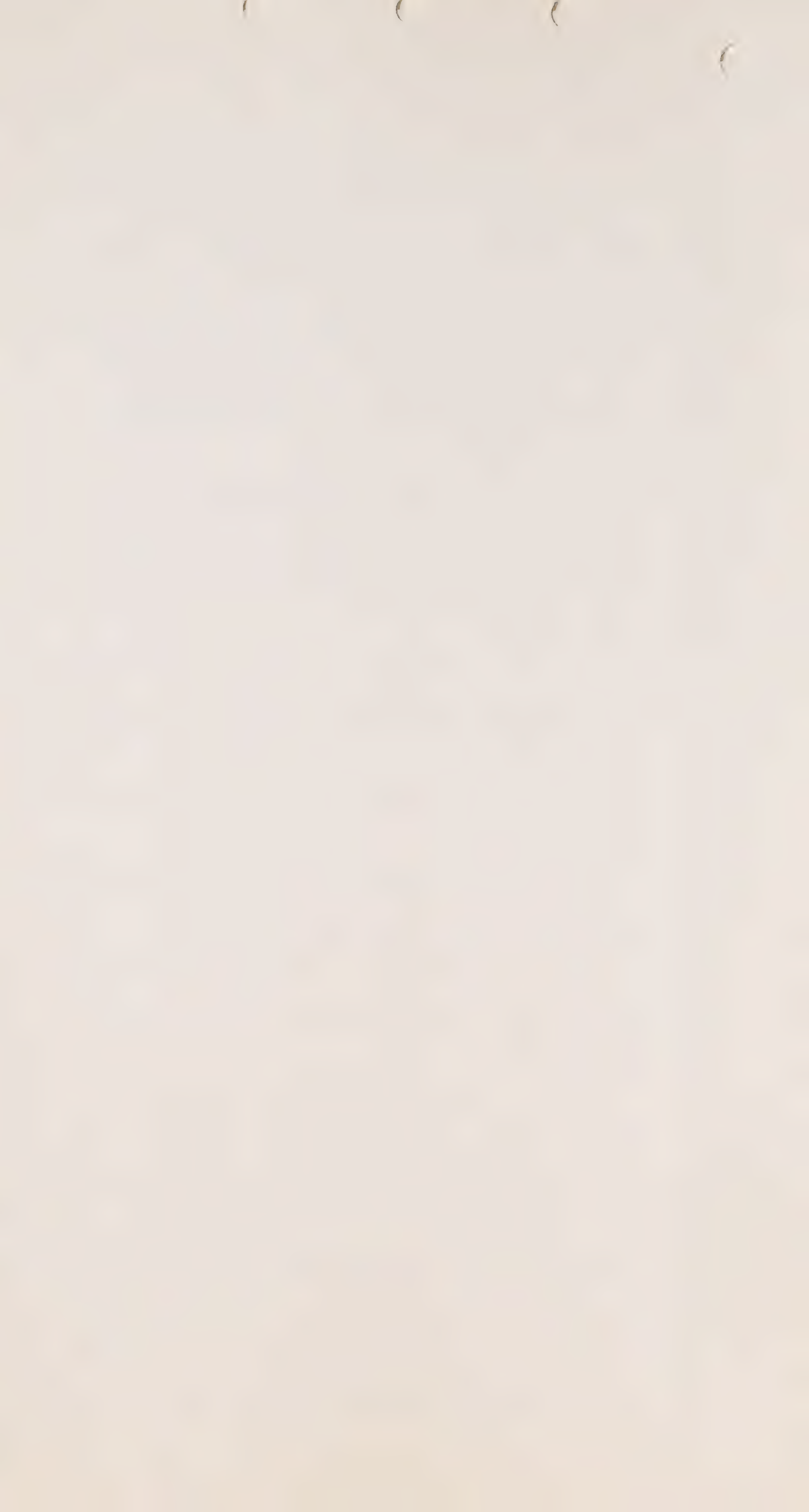
9 MR. SAUNDERS: I would say the cost is  
10 in the order of five to six thousand dollars to  
11 repair and resod a large secondary school playing  
12 field.

13 A SPEAKER: I might just add Mr. Chairman,  
14 I would say that 95 per cent of our elementary schools  
15 do not have sod. The site is so small, that we cannot  
16 keep sod on the field, and we end up asphaltting our  
17 playground.

18 DR. McCARTHY: I was thinking more of the  
19 stadium fields, secondary schools?

20 A SPEAKER: I think it is safe to say  
21 that every year we resod a major portion because the  
22 use is so high.

23 DR. McCARTHY: I noticed one school  
24 that I passed coming here, being all resodded in the  
25 front and along the sides, just at the time the kids  
26 will disappear for the summer and so the grass grows  
27 luxuriously now, and the kids come back in September  
28 and pretty soon the snow is on it. I don't know --  
29 I am not trying to be an expert, when you sod or not,  
30 but these are questions that start to rise in your





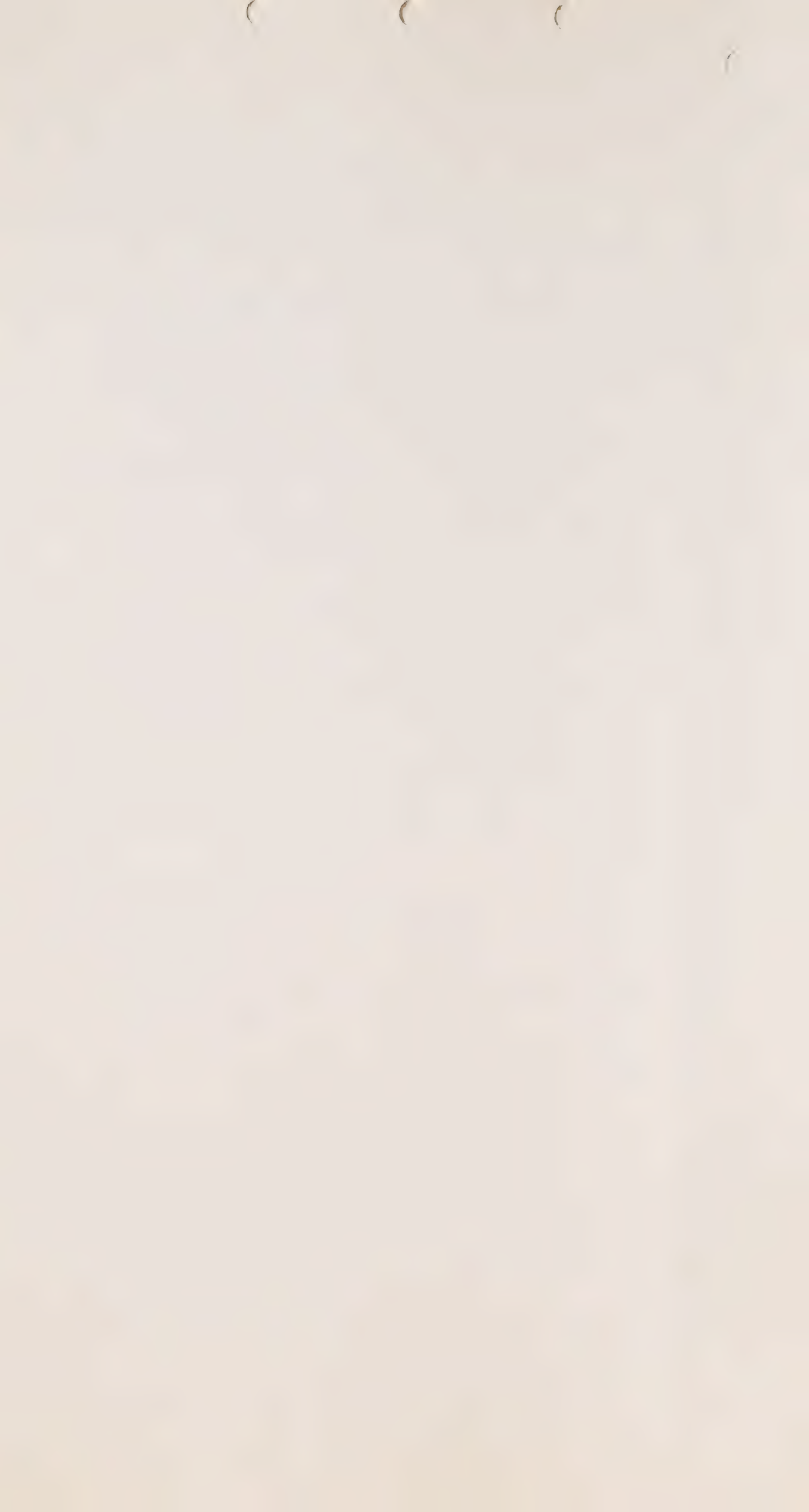
1 mind, you know, as a citizen and a taxpayer.

2 MISS SWEET: You bought up something  
3 there that we would like to pursue, and that is the  
4 small playgrounds that Mr. Hunter has mentioned, the  
5 swimming pools, which some people may think to be  
6 frills, which has been mentioned -- in a city where  
7 we have such dense population of children, and so  
8 few parks, the school is called upon to provide much  
9 more than recreational facilities than in the  
10 areas where they have large playing fields and  
11 municipal swimming pools nearby.

12 This means that when we are planning  
13 schools and when we are planning playing fields,  
14 we do have to take this into consideration and  
15 perhaps you would like to comment on the sort of  
16 things you have to put into a school because of the  
17 area.

18 A SPEAKER: Of course, this would be in  
19 the area of new school buildings. This goes into the  
20 maintenance aspect of these buildings, but we do  
21 have, as you are all aware of course, a very small  
22 playground area around our schools and Mr. Hunter  
23 has the figures, the Department of Education book  
24 which indicates that for schools of a thousand  
25 students in the outskirts, wherever that might be,  
26 an area of approximately ---

27 MR. HUNTER: For a six room school  
28 they recommend 4.85 acres. For a twelve room school  
29 5.4 acres. For a twenty room school, or six  
30 hundred children, 6.7 acres. We have thousands of





1 kids in a school on three acres. I don't think we have  
2 any schools -- I am quite sure we have no schools  
3 that meet the recommendations of the Ministry of  
4 Education. Generally our playgrounds are a quarter  
5 of the size as recommended. This includes our  
6 secondary schools, our largest secondary school site  
7 is the West End high school, and this is ten acres.  
8 It is designed for seventeen hundred students.

9 Now the size of that site should be  
10 about eighteen acres. That is our largest site,  
11 but elementary schools, we are lucky if we have  
12 three acres.

13 THE CHAIRMAN: This is true of other  
14 boards too, with older schools. In the urban areas  
15 this is very true, but of course we have a hundred  
16 and thirty-five, a hundred and forty schools in this  
17 situation.

18 A SPEAKER: You mentioned a while  
19 ago about locks and asking people in maintenance about  
20 this. I would like to mention something that I have  
21 experienced, and that is because of the community  
22 use of schools, the intensified use of the community,  
23 parts of the schools -- the other areas of the schools  
24 suffer vandalism and within the last few years, it has  
25 been necessary for our board to replace the hasps  
26 on lockers in such a way that the vandals could no  
27 longer gain entry to childrens' lockers and steal  
28 equipment, track shoes,, and so on, out of those lockers  
29 at night, when parks and recreation and other areas  
30 of the community were using the school, and I should







1        imagine that this type of cost is something that  
2        is easily anticipated ahead of time, when one is  
3        purchasing locker doors, etcetera, it is one of those  
4        extra costs that come about because of the amount of  
5        damage the board has been suffering and has to pay  
6        for.

7                        DR. McCARTHY:        My reference was to  
8        door locks.

9                        A SPEAKER: Well this was an added one,  
10       and it amounted up to quite a lot.

11                      A SPEAKER:    To go back to Mr. Ronson's  
12       question, -- quite a way back -- we were talking  
13       about the number of vocational schools and I think, if  
14       I am not mistaken, back in the 60's when the  
15       provincial federal government were offering fairly  
16       large percentage grants to build these places, about  
17       80 per cent -- we took advantage because we could  
18       afford the other 20 per cent and we built some  
19       as high as nine or ten storeys high, -- six storeys.  
20       Now we are caught in the bind that we have built a  
21       lot of large vocational schools, but do we have enough  
22       money to maintain them.       I think this is part of  
23       our dilemma.       We did take advantage of the grants  
24       away back.

25                      DR. McCARTHY:        But you didn't take  
26       advantage of it to nearly the same extent as the  
27       other jurisdictions, who had none of this at all,  
28       so that you have many jurisdictions in the province  
29       who have no vocational programs and they were  
30       starting from scratch, where at least part of yours





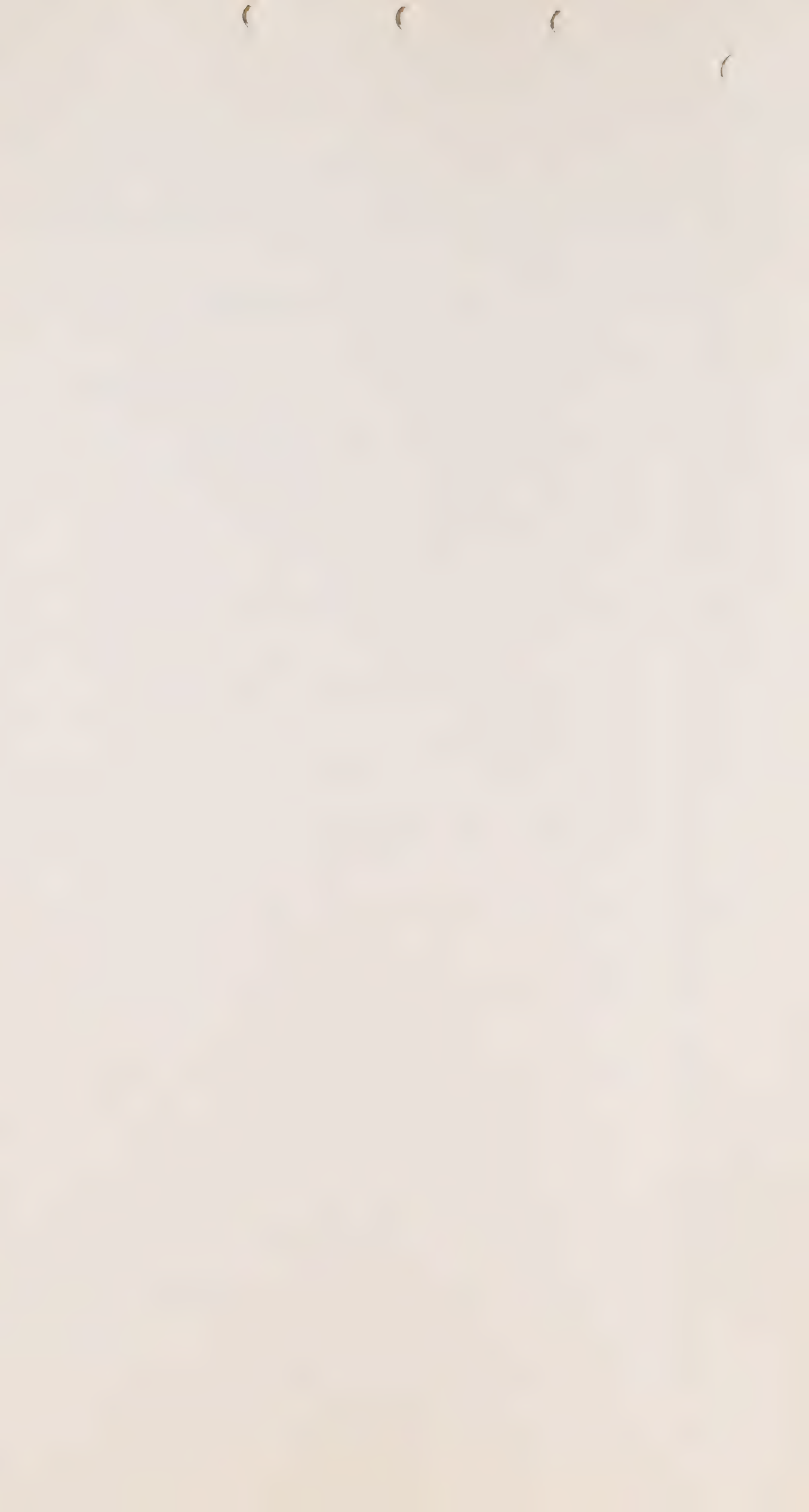
1 were already there, so all I am saying is that the  
2 problem is greater in some other jurisdictions than it  
3 is in Toronto.

4 MISS SWEET: I hope they are receiving  
5 more consideration for them.

6 MR. HUNTER: I understand there are  
7 more students in Toronto taking technical and vocational  
8 courses than there are taking academic courses at  
9 secondary school level. I believe it is twenty  
10 thousand approximately in vocational and technical  
11 schools and about fifteen thousand in academic.

12 MISS SWEET: I would like to steer off  
13 that, because we are elementary. We work closely  
14 but we are elementary. Now since we have these  
15 gentlemen with us, I would like to raise the other  
16 point that we mentioned here, and that is the cost of  
17 sites for building schools in the city of Toronto,  
18 and this bears very closely on the amount of space  
19 we have for our schools, and I don't know which one  
20 of the gentlemen would wish to comment on this?

21 MR. HUNTER: Well I can make comments.  
22 We are running now, the cost of about five hundred  
23 to six hundred thousand dollars per acre when we  
24 purchase land. As a result our board is very  
25 reluctant to buy more than the minimum amount. It is  
26 below the minimum we think is necessary as well, land  
27 is becoming very scarce unless you are prepared to  
28 tear down houses. People are very concerned about  
29 removing houses. I think whenever we build a new  
30 school, or add an addition to a school, we think





1 twice about buying sites, buying additional land.

2 THE CHAIRMAN: The percentage of the  
3 cost of the site -- what percentage is the cost?

4 DR. MCCARTHY: It is the lesser of the  
5 assessed value over the sale value.

6 MR. RAMSAY: Yes, the assessment of the  
7 previous year or two years before, I forget which  
8 that is, but then you only get your percentage of  
9 that again, so it is not very much. It is a very  
10 minimum grant on sites.

11 THE CHAIRMAN: Getting back -- have  
12 you done a study of the cost of janitorial care in  
13 an old school and different types of schools?

14 MR. SAUNDERS: Have we done such  
15 study, yes, -- such studies have been done. Once  
16 again I must apologize for not having that specific  
17 information here. Generally speaking in the area  
18 of caretaking, I do not believe there is a significant  
19 difference. Now in the City of Toronto and perhaps  
20 -- well, I am quite sure this varies from municipality  
21 to municipality, the amount of work that the  
22 caretaker does and maintenance man varies. Each  
23 municipality sets its own standards. In the City of  
24 Toronto the caretaker is responsible only for the  
25 cleanliness and such as assistance is required to the  
26 academic staff. If there are any repairs or  
27 problems to do with building or structure, that is  
28 the maintenance department and he sends the  
29 maintenance people out to do that.

30 THE CHAIRMAN: We know of other studies







1 that have been done, and we would like to have yours,  
2 if it is available.

3 MISS SWEET: Perhaps we could locate  
4 it and send it.

5 THE CHAIRMAN: Yes, I think you want  
6 to carry on with the cost of sites.

7 MISS SWEET: I think we have mentioned  
8 that. Is there anything else?

9 MR. HUNTER: I think the cost of  
10 maintaining sites is particularly high in Toronto.  
11 The reason is the facility we are trying to provide  
12 in a school, which is, by the way recommended by  
13 the Minister of Education in his brochure, to provide  
14 a setting that the children can play and enjoy that they  
15 would not normally have in the City, which would  
16 probably be naturally obtained in a rural area, we  
17 will have to spend somewhere between a hundred thousand  
18 and a hundred and fifty thousand just to develop  
19 the site. Now if the facilities we are putting in  
20 are going to just add cost to our maintenance department  
21 because we have got more things to add in the city.

22 THE CHAIRMAN: Do I understand the  
23 Toronto board has the authority to levy two mills and  
24 it is the only board that has that authority?

25 MR. HUNTER: That is in Metropolitan  
26 Toronto under Bill 81. Other boroughs in the Metro  
27 area ---

28 THE CHAIRMAN: They have ---

29 DR. McCARTHY: Under the Metropolitan  
30 Bill, the Metro Board can charge two mills at each of





1 the elementary and secondary level for this purpose,  
2 whereas other boards in the province can only charge  
3 one equalized mill. It is a local mill rate in  
4 Metro, and it is an equalized mill in other jurisdictions  
5 at each of the elementary and secondary levels.

6 THE CHAIRMAN: I think this was pointed  
7 out by some boards as being an advantage that Toronto  
8 has.

33 9 MR RAMSAY: I think that is equalized  
10 though. There is some question about the difference --  
11 I would not want to go too far with it.

12 THE CHAIRMAN: Well some boards have  
13 pushed for it.

14 MR. ARSENAULT: I am not sure I  
15 got the right figure for cost of land per acre in  
16 Toronto.

17 MR. HUNTER: Averaging between five  
18 and six hundred thousand dollars per acre.

19 MISS SWEET: Well I think if there  
20 aren't any more questions from you or for the  
21 maintenance -- I know one of these gentlemen have  
22 another meeting tonight, and that is why I wanted to  
23 deal with that first.

24 One of the other major problems I  
25 suppose, which ties in with our older schools is the  
26 inner city school in Toronto and Phil, I think you  
27 wanted to say something on this one in particular?

28 MISS EDMONDSON: Because of the economic  
29 and  
30 /social problems in an inner city schools, the classroom  
education there has risen considerably. We do have





1 the inner city system whereby the class size in these  
2 schools can be an average of 30.5 rather than 32.5  
3 per classroom. When we talk about the class size  
4 we are talking about the pupil-teacher ratio and  
5 that includes such people as guidance counsellors,  
6 principal or vice-principal and consultants in these  
7 figures. The public is crying out to us for smaller  
8 classes, for more and special services, for classes  
9 for children with learning disabilities, and for  
10 more resources to run all of these things and we  
11 find that although the demand is increasing with the  
12 ceilings being applied, that it is becoming more and  
13 more impossible. We are at the state now where  
14 because of this we do not expand programs and I believe  
15 metro has held up any changes in the inner city at  
16 the present time because of the ceilings.

17 MRS.FARR: Would you say that again,  
18 your class size is 30 point ---

19 MISS EDMONDSON: That is <sup>not</sup> /the actual  
20 size of a class, that is the pupil-teacher ratio and  
21 that is an average based on all the teaching personnel,  
22 whether they are in a classroom or not. If they are  
23 qualified teachers, such as a consultant, or a  
24 principal, then this is included in that figure, so  
25 it is the total number of your teaching personnel  
26 divided into your total enrollment.

27 MRS.FARR: That is what I thought you said,  
28 so the actual class size would be larger.

29 MISS EDMONDSON: The exact class size  
30 is considerably larger than this. In some cases, this







1 occurs in classrooms that are fairly modern design  
2 and relatively smaller than the old-fashioned type of  
3 classroom and this becomes rather crowded and makes  
4 it difficult to carry out group activity and various  
5 individual type of programs which we feel that many of  
6 the younger children in the inner city schools in  
7 particular need.

8 DR. McCARTHY: Could I ask a question  
9 there? The average for the province on what I think  
10 is the basis you are putting this, is 24.95, teacher-  
11 pupil ratio, and are you saying that Toronto is  
12 6.points above that?

13 MISS EDMONDSON: I am talking about the  
14 elementary school in the City of Toronto and the  
15 ordinary elementary school ratio is 32.5 to one.  
16 The inner city school has 30.5 and here we have  
17 the problems with providing type of facilities we feel  
18 they should have.

19 A SPEAKER: The other formula uses  
20 total administration and consultant services ---

21 DR. McCARTHY: I am only speaking of  
22 the people this lady used on that.

23 A SPEAKER: I think administration is  
24 out of that figure.

25 DR. McCARTHY: I wonder if we could  
26 have that substantiated, because if what you say is  
27 true I doubt very much that our provincial figures  
28 could be correct on the basis that you represent a  
29 very large proportion of the total population, so if  
30 your figures are that high, the impact on the average





1 over the whole province would make the rest of the  
2 province away down below the 24 to somewhere around, say  
3 20, which I can hardly credit could happen.

4 A SPEAKER: Talking about elementary  
5 schools specifically or are you talking about all  
6 schools?

7 DR. McCARTHY: I am talking about elementary  
8 schools. I realize the comparable 24.9 ratio at the  
9 secondary is about 16, so I am not putting that in  
10 at all. What I am saying if it is as high as that  
11 for a large proportion of the total student population  
12 then I don't see how we could get down to 24.9 on  
13 the rest of it.

14 MISS SWEET: I think this is one of  
15 these areas where the interpretation is different.  
16 It is one of the least understood concepts that has ever  
17 been brought out.

18 DR. McCARTHY: Well there is one place  
19 where it is consistent, and that is in the Minister's  
20 report. That is where we have all the kids and it is  
21 on the same basis each time, so I would be interested  
22 in finding out.

23 MISS SWEET: We will check this out  
24 and find out for you.

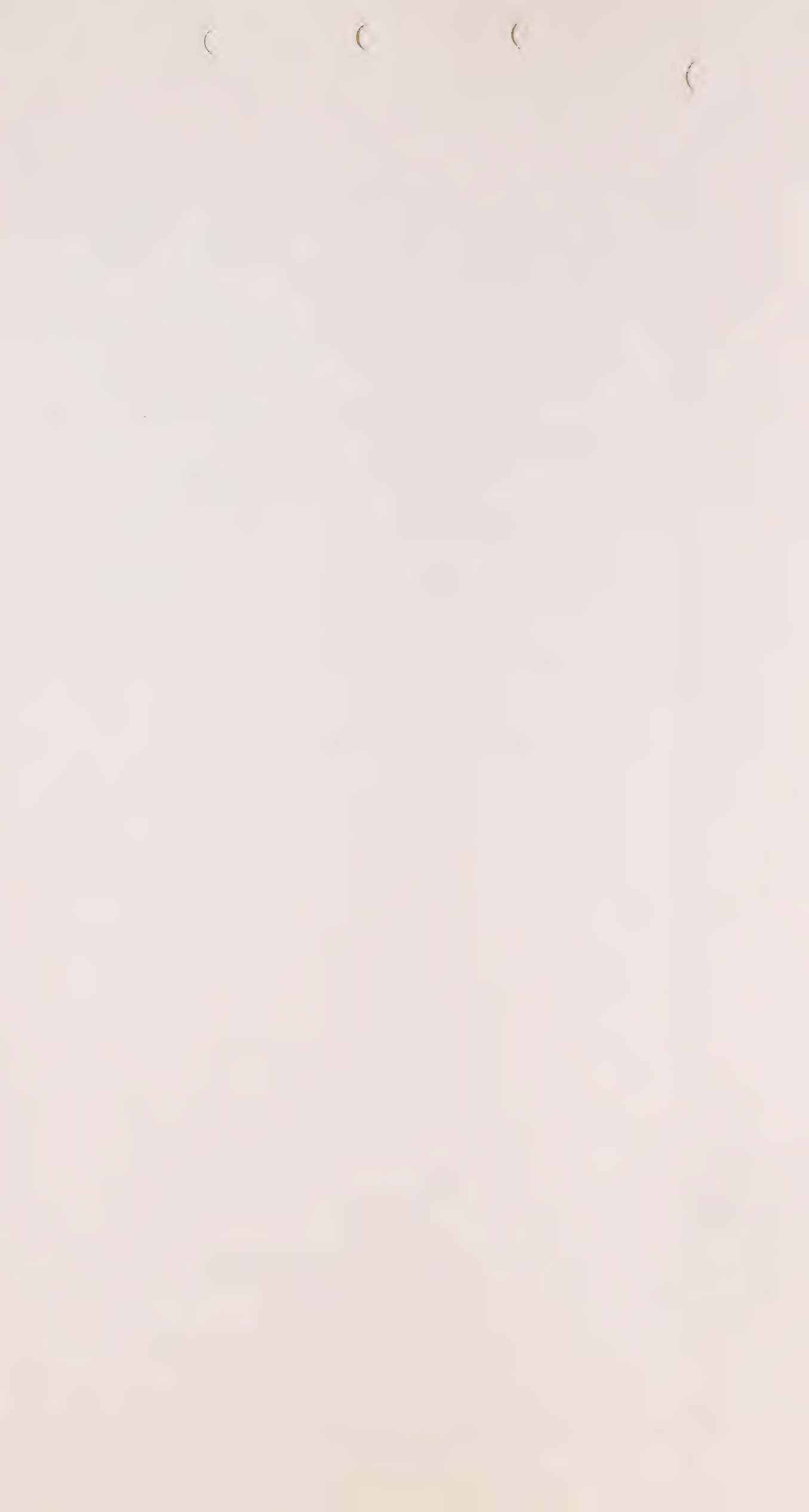
25 Coming out of this too, is the problems  
26 of our special program classes in the city; one out of  
27 every seventeen pupils in the city is in a special  
28 program, and Peter, I think you wanted to make some  
29 points on that.

30 MR. CHOWN: I think Toronto were





1 pioneers in special education. We have developed, I  
2 would say, the leading special program in North  
3 America, with people coming from all over North America  
4 to look at it and maybe we have gone too far too fast,  
5 to go along with the money that is available for it,  
6 but we think it is very necessary, especially, you know,  
7 in larger centres. We are having new knowledge  
8 expanding -- Phil mentioned the perceptually  
9 handicapped child which is one example of special ed.  
10 There is a tremendous increase in knowledge in this  
11 area and we are moving into such things as screening  
12 all the grade one children for perceptual handicaps,  
13 and we are trying to <sup>then</sup> provide, if necessary, the  
14 remedial itinery help for these children, and at the  
15 present time we do not have the psychological services  
16 to do this. We do not have enough itinerate teachers  
17 to meet the needs of the kids who have been identified.  
18 The school that I have is six hundred children, and  
19 I have children sitting in classrooms that we know  
20 are perceptually handicapped, -- we can't put them  
21 through the third level of screening because we don't  
22 have enough psychological services and we do not  
23 have the itinerary teachers available to pick these  
24 kids up once they are defined, and I think -- it is  
25 very frustrating for us to know that the public is  
26 aware that we do have facilities available for kids,  
27 and we have to turn around and say I am sorry, your  
28 child has to wait and the wait can be up to two or three  
29 years. It is very frustrating as a principal to try  
30 to explain that to a parent, when they are hammering







1 on the other side of your desk, but I think special  
2 education is something that needs a very close look at,  
3 especially in our city, in that we have gone so far,  
4 we have expanded so quickly; we feel that we do need  
5 these resources, especially as Phil mentioned in the  
6 inner city -- it is not one parent who is banging on  
7 the other side of the desk, it is a group, and they  
8 form very quickly.

9 THE CHAIRMAN: What would the ratio be  
10 in the province?

11 MISS EDMONDSON: Inner city children,  
12 you mean?

13 THE CHAIRMAN: One to seventeen in  
14 Toronto -- how would this ratio compare with the balance  
15 of the province?

16 MISS EDMONDSON: Well I can only cite  
17 some things that came up from the Seldyck report, where  
18 Toronto led  
19 /in helping children with learning disabilities, etcetera  
20 alone, and some other areas we are not able to provide  
21 anything thus far, at the time of writing of that report.

22 THE CHAIRMAN: I know some of the other  
23 boards are trying to catch up to Toronto.

24 MISS EDMONDSON: I am in a school of  
25 similar size to Peter's, and we have a number of children  
26 who I would very much like to see get special help and  
27 special aid, but there simply is no opportunity to  
28 open a class in that school and we are losing<sup>a</sup>/withdrawal  
29 person who is able to be there half time, we have this  
30 list of children, many of whom we know to be disturbed  
and need help, who have learning disabilities, some

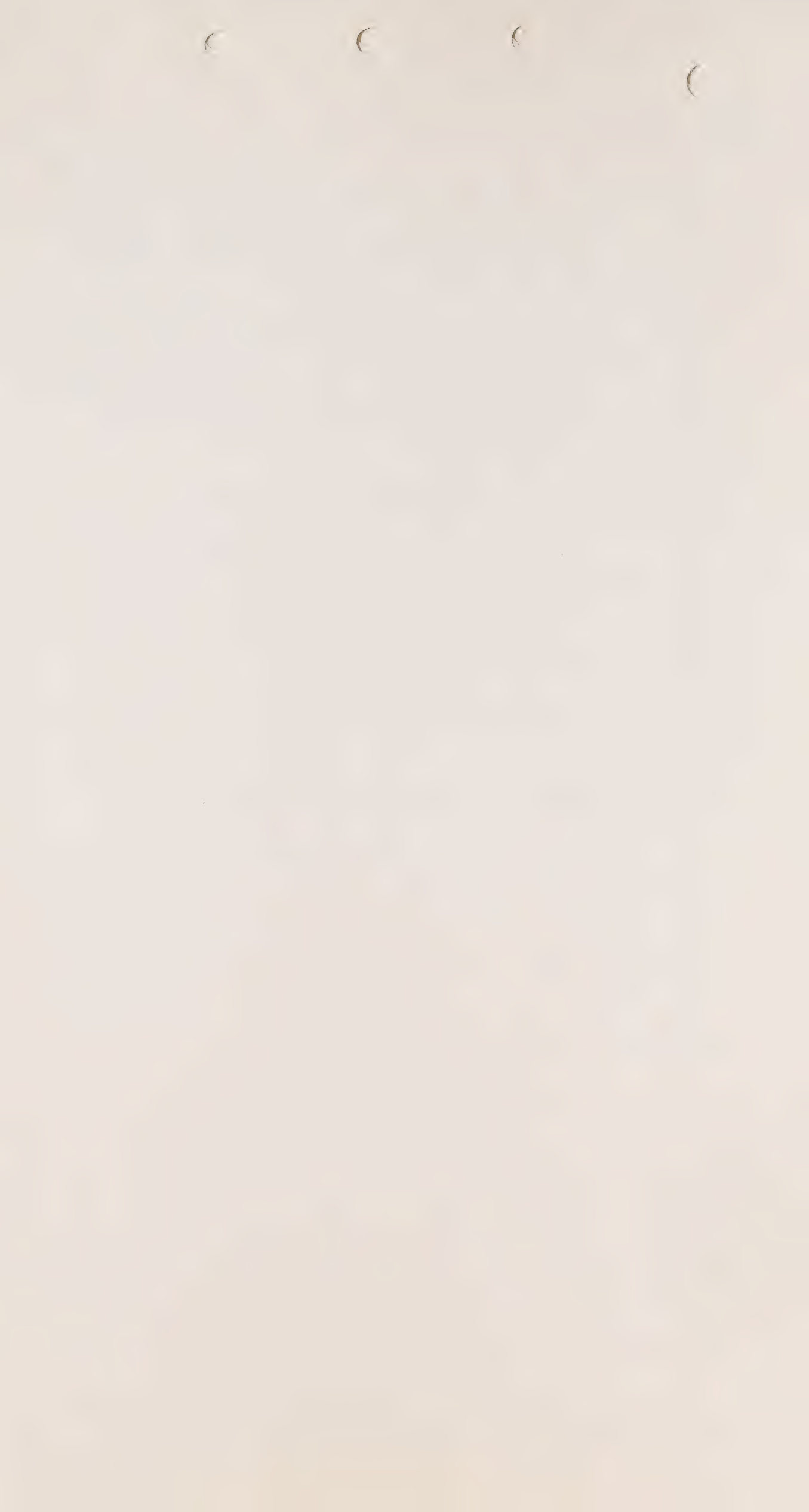




1 are even diagnosed, recommendations made, and we  
2 cannot find places to give them treatment, and the  
3 diagnosis is wasted because we can't remedy it.

4 THE CHAIRMAN: There is a special weight  
5 for this, insufficient to cover the cost of the program  
6 -- this -- there is a special weighting for this. Is  
7 this insufficient?

8 MR. CHOWN: We discussed this with Mr.  
9 Wells, when we met with him earlier this year, that we  
10 certainly did not feel that way, that the weighting  
11 factor was being sensitive enough to our needs. You  
12 mentioned other boroughs wanting to catch up, and I  
13 am all with that, but we don't want to mark time while  
14 they are catching up, and I think that we sort of got  
15 the feeling, well when we went to Metro we felt we  
16 were sort of marking time for other boards to catch up  
17 in the Metro area -- now we have ceilings for the rural  
18 area to catch up with, and we always feel we are  
19 marking time and we would like to go ahead and expand  
20 our programs. I have a lot of children waiting for  
21 either a psychologist to see a child, I have a waiting  
22 list of forty-some, <sup>but</sup> because of our budget restrictions  
23 this year, I have to go almost six weeks without  
24 any psychologist in the school. I already have kids  
25 who are identified <sup>in</sup> classrooms and I cannot even promise  
26 the help for those children next year, for the whole  
27 year, at the present time. It is very frustrating.  
28 I think one of our biggest problems is the mass media  
29 has carried so much lately with these different kinds  
30 of special kids in classes, the public is very aware





1 of what we can offer. I think we are all going to  
2 have sit down with the department, with the board, and  
3 say we are going to offer this much and no more, because  
4 if they know the help is there, then they want to know  
5 why they cannot get it. "I am a taxpayer, I want that  
6 help for my kid." , and if I were a parent I would be  
7 yelling too.

8 MR. KERR: Mr.Chown, do you have the  
9 figure as to how many pupils you have per psychologist  
10 in your system?

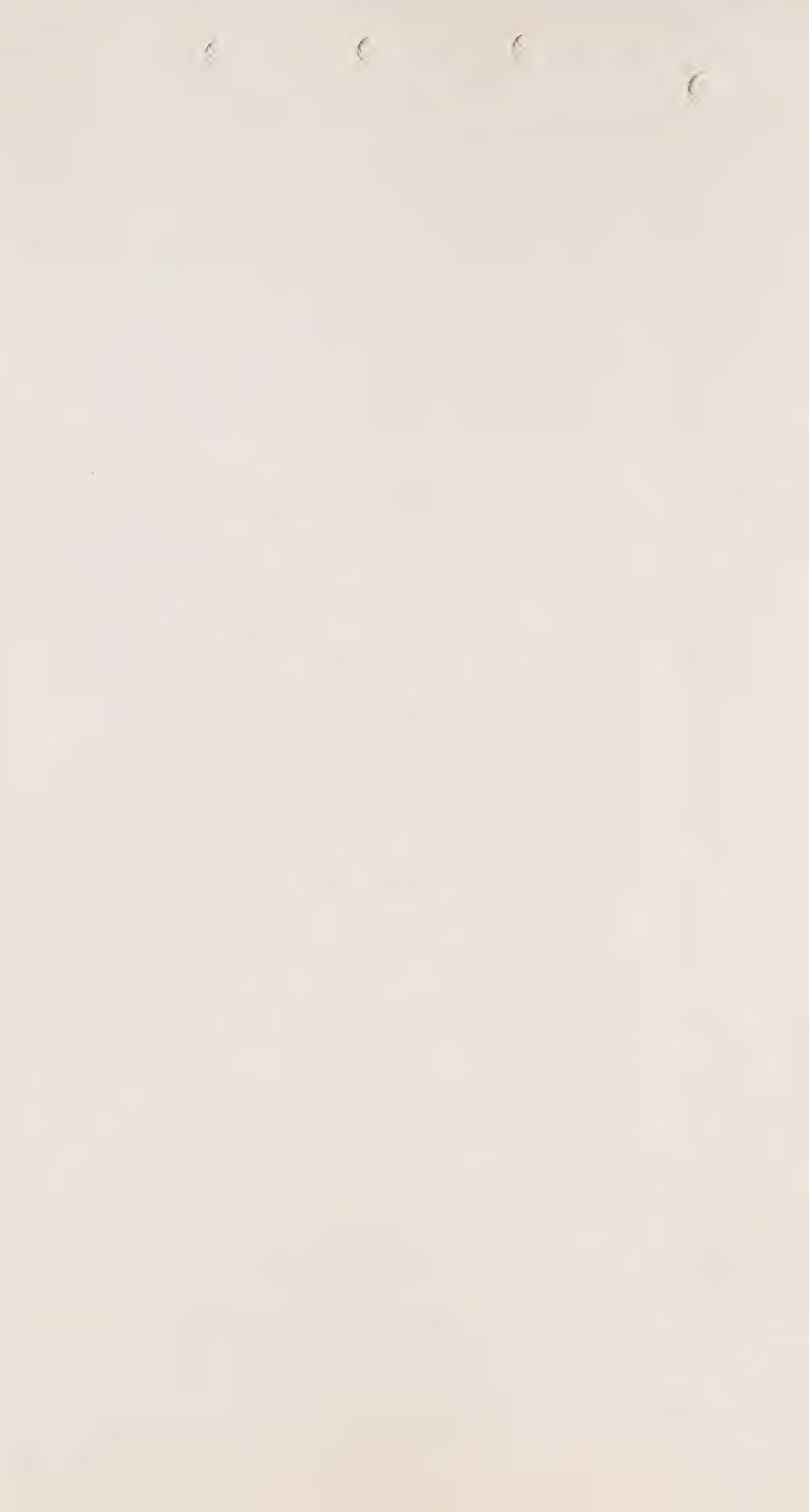
11 MR. CHOWN: The work load? No, I  
12 am sorry, I could not give you that now. I could get  
13 it for you, but at the present time in our student  
14 services we are compelled to cut staff for next year,  
15 for September, we do not have enough money to carry the  
16 staff we have now, and we already had a backlog, so  
17 we are going to be further behind, as far as I can see.

18 THE CHAIRMAN: What happens to the  
19 number of elementary children in the City of Toronto  
20 next year? Is this declining -- the number of  
21 children?

22 MR.CHOWN: It may be slightly ---

23 MISS SWEET: I think there is another  
24 concern there, is that there appears to be -- perhaps  
25 someone can correct me on this -- there was a ceiling  
26 on the amount that would be allowed on the weighting  
27 figure. Is that not correct? Even though there was a  
28 weighting factor, it wasn't big enough, there was  
29 sort of a lid on it as well.

30 A SPEAKER: I think thatToronto could







1 just not accommodate the cost at all.

2 MISS SWEET: I think we could talk to  
3 every principal in the city and we would get the same  
4 sort of reaction as you are getting from Peter. Our  
5 psychologist was in today, and she has to have a much  
6 larger work load next year than she has -- she is  
7 going -- inaudible-- and we will certainly check into  
8 that and send the figures to you.

9 MR. CHOWN: You might look at number 7  
10 on page 2, which talks about some of the extra services  
11 we do provide. Now since, I believe, we met with the  
12 Minister we have -- the Metropolitan Toronto Detention  
13 Home has been taken completely over by the province.  
14 These other ones, we have been allowed to pay for  
15 out of our levy. In other words, we have been given  
16 permission to spread the cost of them -- not just  
17 the Toronto Board but the Metro Board, but through a  
18 local levy, we would be seeking complete coverage  
19 of these and serve any children from outside the  
20 Metro area, to make use of these facilities and we  
21 look after the academic side of it.

22 A SPEAKER: The question you asked  
23 concerning the work load for these psychologists is a  
24 very interesting one, because the psychologists have  
25 begun to offer more services to us in the form of  
26 intensive tests they are giving to the children. Many  
27 of our cases, you might say hard core cases, because  
28 they have been waiting a number of years, and it takes  
29 a pretty intensive remedial testing to find out just  
30 what the particular problem is, and so when you ask





1 for a work load, we become involved with the problem  
2 of these extra tests that have to be given and it  
3 used to be sometimes the psychologists could test four  
4 a day, now we find out in some cases, it is two. So  
5 the work load has varied considerably, and the time  
6 that is being spent in trying to identify cases and  
7 to provide some sort of service. In one of the  
8 previous groups, someone had asked the question as to  
9 or somebody made the comment that the psychologists  
10 perhaps had not spoken to the teacher. Now I find  
11 that this is quite the opposite. The psychologist  
12 takes the time, whether it is within school hours or  
13 after school hours, to spend time with the teacher  
14 -- this once again is either time out of school or  
15 time from her time that she must give to the caseload  
16 that she has, so this is a real problem we have found.

17 MR. CHOWN: If you want to cut corners  
18 in costs we will go with you, to the provincial  
19 government and the federal government -- we would like  
20 to move the cost of psychologists into the medical  
21 field and put it under medical.

34 22 THE CHAIRMAN: It probably wouldn't  
23 reduce the cost to the taxpayer.

24 MISS SWEET: But it might come out of  
25 the educational costs. We were sure this committee  
26 was a very patient one, and you are certainly exhibiting  
27 that and taking the time to listen to that tonight.  
28 We still do have a few points we would like to make.

29 One of them in the area of new Canadian  
30 children -- over 40 per cent of the children in the





1 elementary schools in Ontario -- in Toronto -- are new  
2 Canadians. The department recognizes new Canadians  
3 only insofar as the immigration figures for that year,  
4 and the weighting factor is based on that, of the  
5 previous year. Now if you have any contact with  
6 new Canadian families at all, you will know that we  
7 can have parents in this country as immigrants, have  
8 children born to these parents here and come to us  
9 in kindergarten speaking not one word of English. To  
10 all intents and purposes to the teacher that is a new  
11 Canadian child. We have other children who have been  
12 here two years, who hear nothing but their native  
13 tongue at home, and get their English only at school,  
14 and we feel that the weighting factor here must be  
15 more realistic to allow us to give the extra help  
16 to these children, so that they become part of our  
17 English-speaking culture here, not losing their own,  
18 but being able to do it, and we feel it really takes  
19 a minimum of three years and no way based on immigration  
20 figures obviously. It is just something we would  
21 like to see changed.

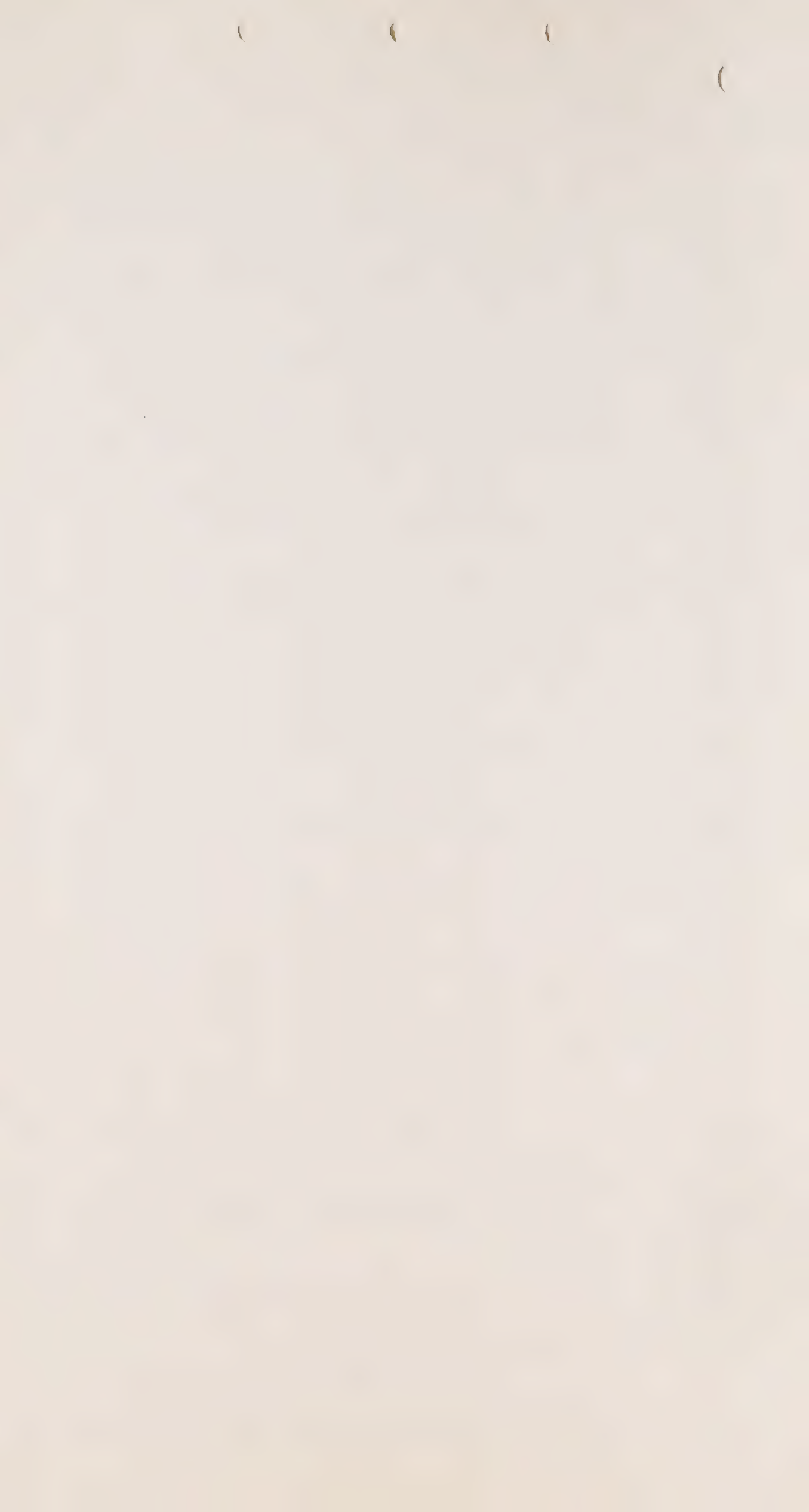
22 THE CHAIRMAN: You say 40 per cent?

23 MISS SWEET: Over 40 per cent, some  
24 schools it is 80 and 90 per cent.

25 THE CHAIRMAN: And the mother tongue is  
26 not English?

27 MISS SWEET: That is right. My own  
28 school is about 75 per cent Portuguese.

29 MISS EDMONDSON: We have one school  
30 certainly over 90 per cent, mainly Italian and Portuguese.







1 DR. McCARTHY: Are these all youngsters  
2 new to the country, or second generation, some of them?  
3 I mean their parents may have been immigrants, but  
4 they were born here?

5 MISS SWEET: In the primary school,  
6 or the primary section quite a high percentage of  
7 these would be children of parents who came as  
8 immigrants, maybe six years ago, but they hear no  
9 English at all.

10 MR. CHOWN: They are not considered  
11 under the weighting factor at all.

12 MISS SWEET: No, only those who  
13 arrived the previous year, and that is the figure  
14 that is used, and it really does not cover them at all.

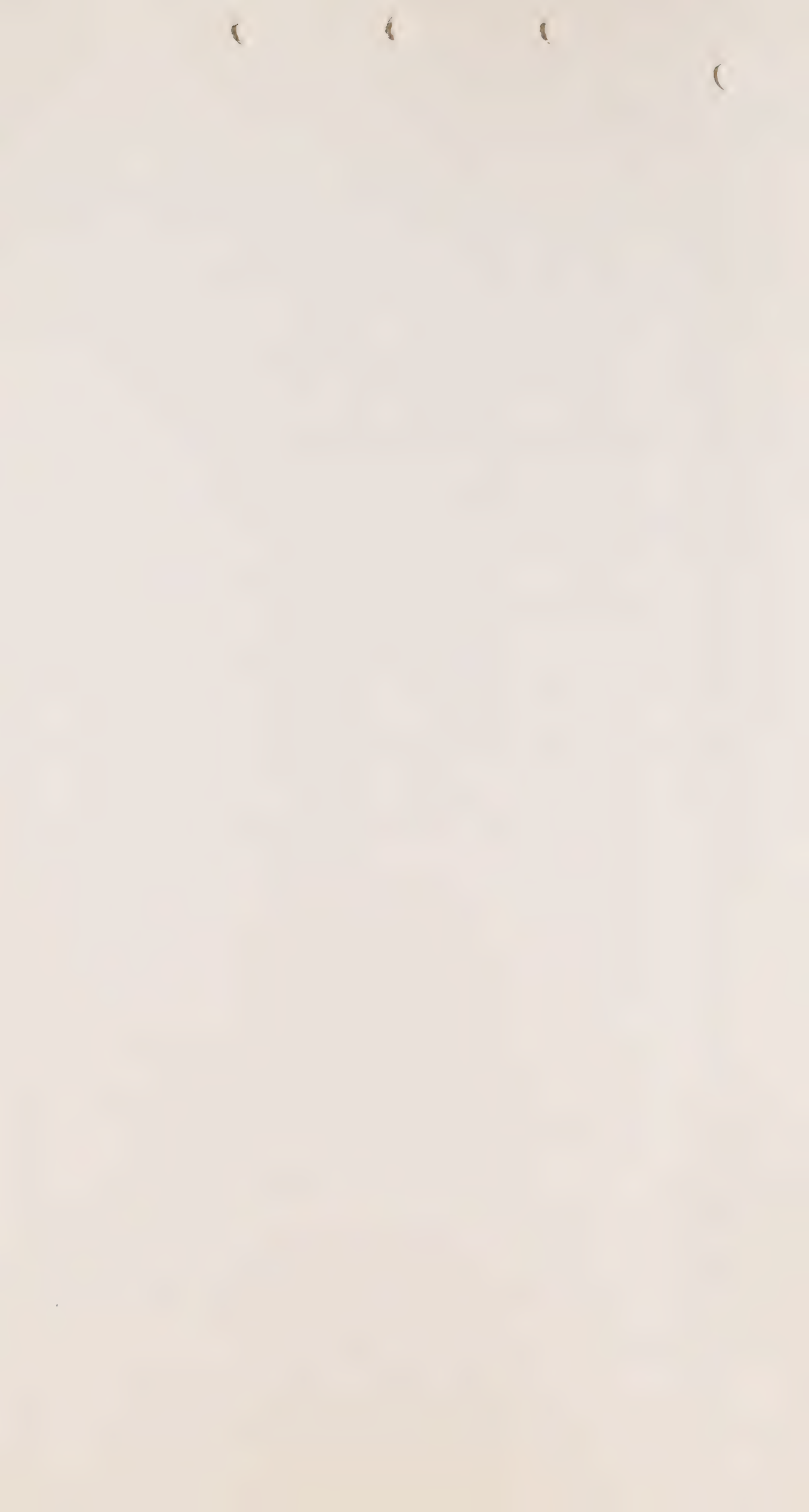
15 A SPEAKER: When you get a school  
16 where 90 per cent of the children have a home background  
17 of Italian, for example, <sup>or Greek,</sup> or Portugese is spoken,  
18 obviously the difficulties that go on and on, become  
19 compounded and it is a real problem particularly when  
20 you have no recourse to have extra help.

21 DR. McCARTHY: How is the fourteen  
22 hundred dollars arrived at? How would you arrive  
23 at a figure like that, in comparison to 595?

24 A SPEAKER: Which point are you  
25 referring to?

26 DR. McCARTHY: Would that be for  
27 kindergarten or grade one? How would you arrive at the  
28 fourteen hundred dollar figure?

29 MISS SWEET: Consulting with our  
30 special English department and we haven't got that





1 resource person here.

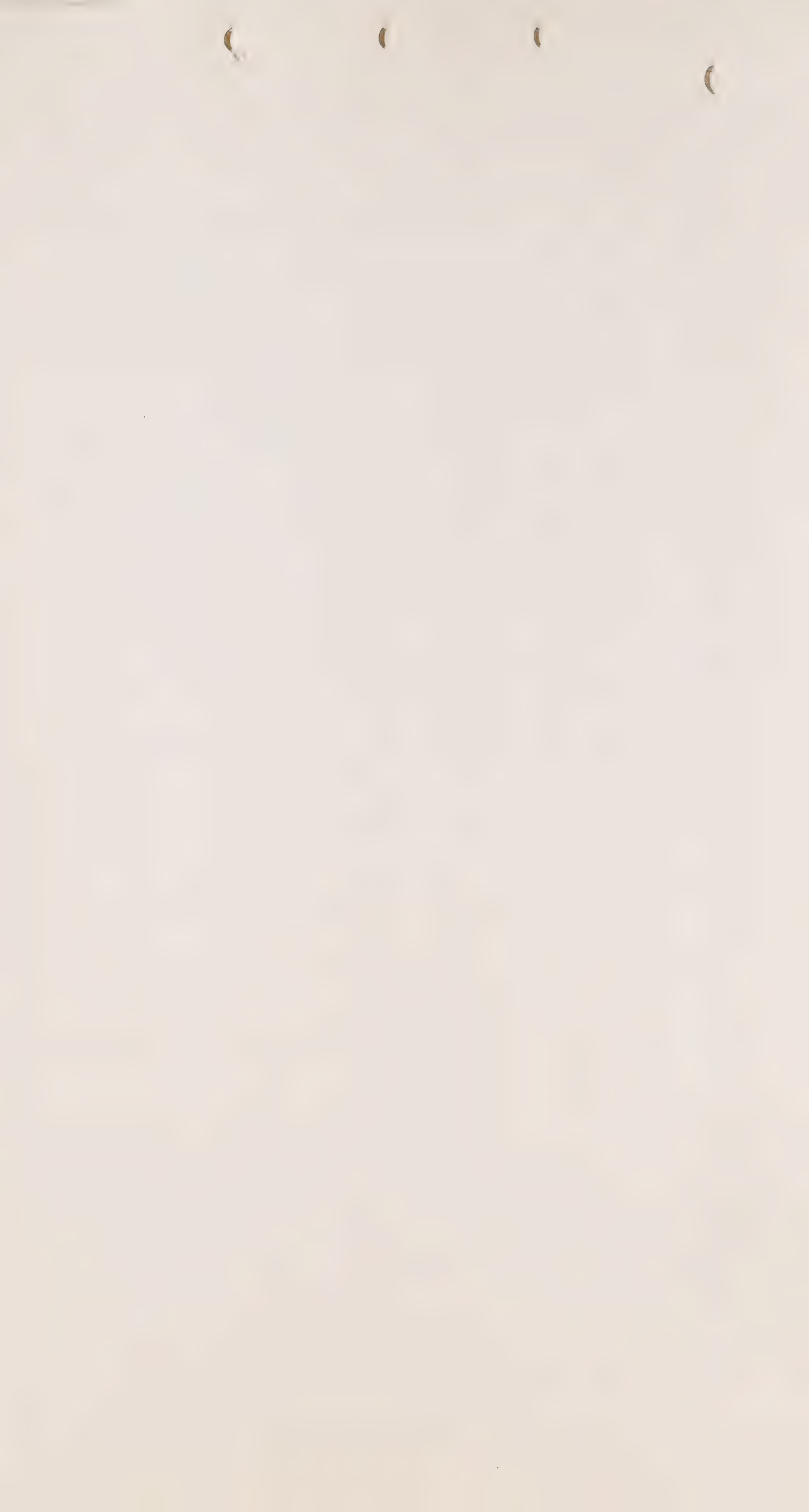
2 DR. McCARTHY: That is the equivalent  
3 of providing about two and three-quarters teachers  
4 if you take the 595 as being -- having any realism  
5 at all. You are talking about nearly three times the  
6 amount that would be for an ordinary pupil?

7 MR. CHOWN: We realize when we bring  
8 children into the country we call them inception classes  
9 when we bring them into our educational system and the  
10 maximum number per class is twelve kids, and the kids  
11 are in that classroom for usually approximately a  
12 year, only twelve kids per room, and then they are  
13 slowly integrated into the regular program -- there is  
14 a withdrawal teacher works with these children and  
15 some of these kids will have a hang-up in reading  
16 for up to five, or a lifetime, and we are usually  
17 withdrawing these kids in my school -- I have a  
18 withdrawal program for new Canadians who have been  
19 in school up to five or six years, but still are  
20 having difficulties to read. Some of their parents  
21 have never been to school, and it gets very compounded,  
22 the problem these kids have.

23 MISS SWEET: On top of that, of course,  
24 if you want to talk with the parent, you have to have  
25 an interpreter counsellor and this is something else  
26 that is provided by our board. You have to wait  
27 sometimes.

28 THE CHAIRMAN: Could you let us know  
29 how that fourteen hundred dollars was arrived at?

30 A SPEAKER: I think it is safe to say





1 the fourteen hundred dollars does not include the  
2 additional time, hours required, on the part of a class-  
3 room teacher, a regular classroom teacher, this fourteen  
4 hundred dollars would be special English teachers,  
5 rather than regular classroom, with a new Canadian  
6 pupil.

7 MR. CHOWN: I don't imagine it would  
8 include there the interpretative services.

9 MISS SWEET: No, I don't think so.

10 MISS EDMONDSON: Quite a number of these  
11 new Canadians families -- there is a certain degree  
12 of antipathy or indifference towards the child getting  
13 much mastery in English. Some of the families have  
14 in the back of their minds ~~that~~ they don't wish to  
15 stay here for a long period of time, and when you do  
16 make an arrangement for an interpreter counsellor to  
17 come in, and set an appointment to have a meeting,  
18 with that parent, you know, sometimes it is long after  
19 the discipline issue is passed, or long after something  
20 else has passed, and you get them in there, and then  
21 you discover that they work in the place where they  
22 speak their native language, their friends all speak  
23 their native language, they read a native language  
24 newspaper, and they really have no contact at all,  
25 except at school, with anyone speaking English.

26 MISS SWEET: Talking about these  
27 languages is a good point to bring in about French  
28 instruction. I know there are born French -- and I  
29 am not sure whether this Committee or the province is  
30 aware of the amount of pressure the Toronto Board is







1 under --- with French immersion courses from kindergarten  
2 on. It has been granted in two schools now and  
3 there are many more -- in no way do the French --  
4 the grants for French begin to cover this cost  
5 either. It is a question of saying to the parent  
6 although you elect trustees, and they carry out  
7 what you want in the schools, the province says no,  
8 we haven't got enough money to do that, we cannot do  
9 it, even though this is what the parents are  
10 requesting. The government says let the community  
11 come and help it work and so on, but it all takes  
12 money.

13 THE CHAIRMAN: The unusual part of  
14 this is, with the parent teacher brief, they put a  
15 very low priority on French, and you are saying you  
16 are under pressure -- where are you different?

17 MISS SWEET: Well in my school I am  
18 not, but in Brown school, Allenby school -- what was the  
19 last one that was in --

20 MR. CHOWN: It depends on the part of the  
21 city.

22 MISS SWEET: It is the north end  
23 communities where it is the 'in' thing if you wish to  
24 be bilingual, and instead of paying to send your  
25 children to a French school, they say we are paying our  
26 taxes you should provide this in the public school  
27 system, and this is what they want and they come in  
28 with extensive briefs, and that is what they are  
29 getting.

30 DR. McCARTHY: Yet they are not





1 insisting on that for the Portugese kids.

2 MISS SWEET: Well they are insisting on  
3 teaching Italian at Earls Court and I am just waiting  
4 for them to start Portugese at mine, but this is a  
5 real problem, because our trustees are torn every  
6 time, you know, they don't stop to figure out how much  
7 it is going to cost -- they say we must do what our  
8 public wants us to do.

9 DR. McCARTHY: Well if you set up the  
10 Brown school for example, as a school with all French  
11 teachers in it, and taught the total program in French,  
12 that would likely be very little more than if you  
13 had them in an English school giving it in twenty  
14 minute ---

15 MR. CHOWN: You would have a riot on  
16 your hands -- in thirty seconds -- the Brown's parents  
17 would not in any way listen to that kind of thing.  
18 Like they want their kids in their local community  
19 school, and you talk about moving kids by buses to  
20 other schools, and you have got a riot.

21 DR. McCARTHY: Well my point was going  
22 to be, with Browns School -- I don't know how many  
23 rooms there are there, but would it not be possible  
24 to establish some classes because it is no different  
25 -- I mean if you have got a class, and let us say  
26 a grade six, instead of putting an English teacher in  
27 there, put a French teacher in there.

28 MR. CHOWN: Well transportation/<sup>by taxi</sup> in the  
29 city for a kid is around five hundred dollars for  
30 your special ed classes, and any kid below grade





1 six -- we move them by taxi if we have to move them  
2 from one school to another for any kind of special  
3 class, so you have got to move those kids to that  
4 school.

5 MISS SWEET: I don't think that is  
6 what he meant. One part of the parents at Browns  
7 school are insisting on this. I think it is three  
8 half kindergartens there, that means that they have  
9 been told they can have it if they have forty children  
10 -- that is a morning and afternoon kindergarten class,  
11 which will employ one teacher, but then you have the  
12 English speaking children -- the parents who want  
13 their children instructed in English -- and to get  
14 the continuity through they may eventually, but not  
15 right now.

16 A SPEAKER: But the problem is that the  
17 numbers never fit just exactly when you are trying to  
18 sort out classes, there are always a few over and this  
19 is a real problem.

20 DR. MCCARTHY: When they say they  
21 want this in the public system, instead of going to the  
22 French schools, if they want that they would have to go  
23 to one central place on their own and at least they  
24 would not be paying fees -- if they agreed to go to  
25 Browns school and have that as the immersion school.

26 MISS SWEET: I wish we could convince  
27 our parents of this.

28 That is our trustees' job. We are  
29 just putting our problems before you really.

30 A SPEAKER: The Hall Dennis report







1 and curriculum guide have asked us to really include  
2 forces, spending a great deal more time with the child  
3 than we have at the present time. We will agree with this,  
4 no one is in disagreement with this, because we have  
5 special problems here in Toronto and we feel we must  
6 give the time to the children, but at the same time  
7 we are being squeezed budgetwise and the problem here  
8 is that we want to do what we think we should do  
9 professionally and according to our curriculum  
10 guide and according to what our parents hope and  
11 expect us to do, and our trustees and voters too,  
12 and at the other end of the scale we are being squeezed  
13 because we would like to offer the special services,  
14 guidance counselling for a lot of the children in the  
15 inner city schools, and a lot of the children who  
16 are having particular problems in Toronto, because  
17 of the density and all the other factors, we simply  
18 cannot give them the time that they need. We see  
19 kids going through our hands, we know we are not  
20 settling the problem, how far you go beyond the  
21 teaching, where the separation comes, between dealing  
22 with social problems and being a teacher, we do not  
23 honestly know, but we do know that there are kids  
24 who are leaving us and they are not getting enough  
25 and we, as professional people, feel we should give  
26 it to them, and we feel that counsellors are important  
27 for us, and resource teachers in many cases, and  
28 these are the people we are going to lose if we  
29 have to cut.

30 THE CHAIRMAN: Do you have some points -





1 I am not rushing you -- I am just letting you steer it.

2 MISS SWEET: Okay. You have already  
3 heard a great deal on TV this afternoon. I just came  
4 in on the end of it, but I understood that you were  
5 getting a very full picture there.

6 We have some concerns about TV, that  
7 while there are some films and so on being made  
8 available at the provincial level, we have to cut back  
9 on our budget and therefore are not able to make use  
10 of what is being provided at the provincial level -- I have  
11 asked Mr. Decarwin to come along today as our expert  
12 on TV and perhaps he could comment on that.

13 MR. DECARWIN: I will make it very  
14 brief, Mr. Chairman. We started, as Dr. McCarthy  
15 will remember, some five years ago to use television  
16 recording facilities at Northern Secondary and I  
17 wish the members of Channel 19 would have consulted  
18 with me -- we would have had more ammunition and  
19 more data. The Northern Secondary school is now  
20 using three video tape recorders. They have increased,  
21 you know, over the last five years -- the last five  
22 years of operation. Out of the total school  
23 population give or take one, we have 138 schools,  
24 I believe, in our system, we have 60 schools with  
25 television distribution systems. We use as an  
26 example, in 6 public schools now 7, giving colour  
27 television distribution systems -- French too, a  
28 very fine report given to our beloved trustees  
29 by the OISE report -- they bought one in colour  
30 last year -- so if we continue to be cut off from





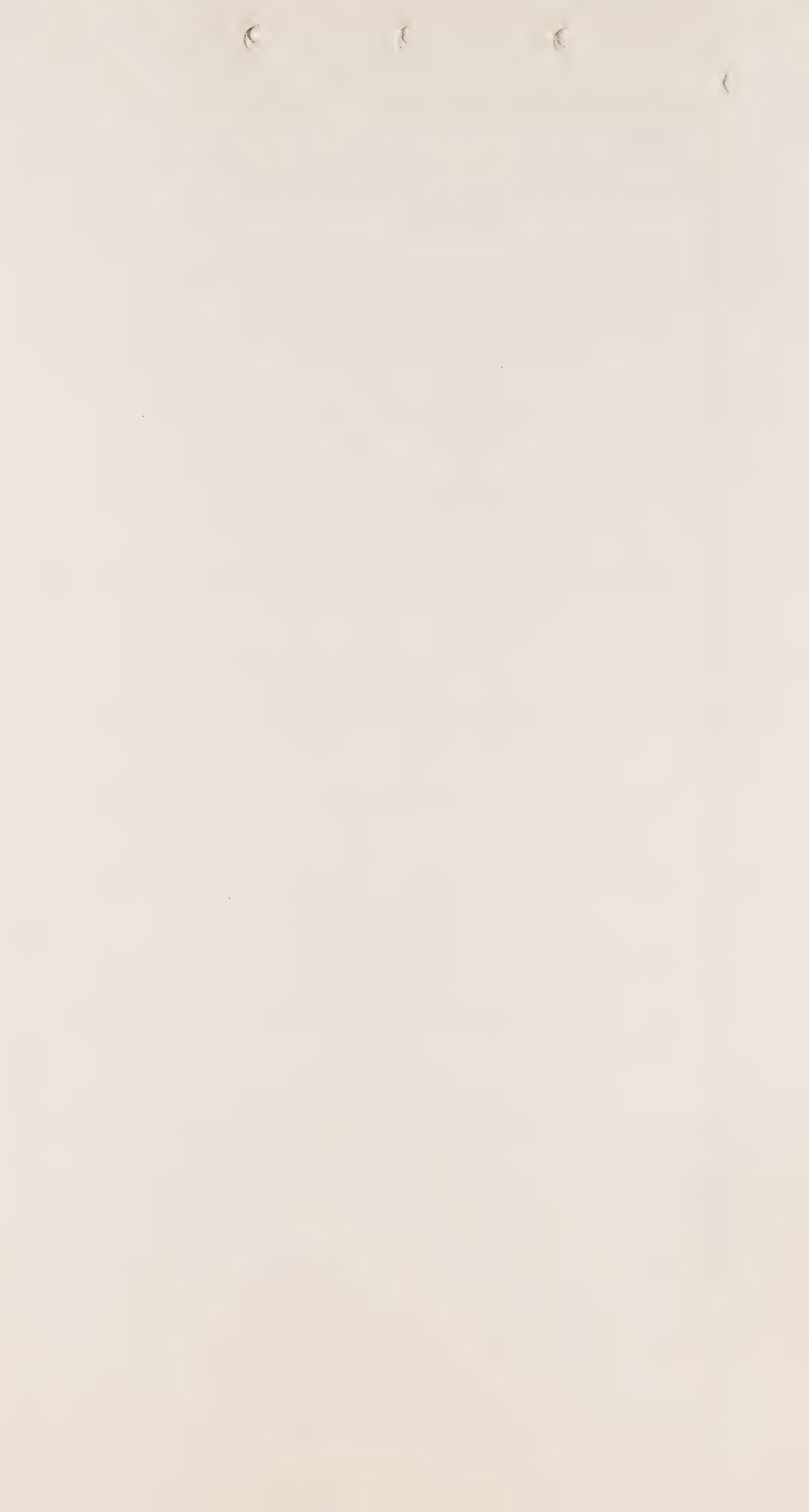
1 additional funds on the supplies, which will  
2 complete a little bit of the system --- as an example,  
3 there is not a dollar left in this year's budget.  
4 Needless to say the most expensive part is labour --  
5 it is not the television equipment. It is the labour,  
6 but we do have, I tell you, with pride, Mr. Chairman,  
7 we do have 60 schools out of approximately 138,  
8 which can record a good program on channel 19 on  
9 Monday at ten o'clock in the morning and play it  
10 back when a teacher needs it on Tuesday at three o'clock  
11 in the afternoon.

35

12 We do use things extensively, the  
13 facilities provided by our department --- inaudible---

14 DR. McCARTHY: Could I ask you about the  
15 number of colour television sets that were secured  
16 during this last year -- I sort of hear that some  
17 schools have an adequate number of television sets  
18 but are required to accept a couple more -- would  
19 that have any merit or truth in it at all, -- do you  
20 have a lot stored away that we finally have to get out  
21 somewhere?

22 A SPEAKER: Well, Mr. McCarthy, I will  
23 keep the answer in a nutshell. I don't know who  
24 brought up this baloney of information, but because  
25 we have, yes, Mr. McCarthy, we have bought over the  
26 last few years some colour receivers and we had to  
27 wait until we got money to wire the distribution system.  
28 You see you cannot use our colour receiver with  
29 rabbit ears, so for the last year's budget, we  
30 submitted a recommendation to our board that would







1 enable us to buy half black and white and half in  
2 colour. Now our beloved trustees did not believe me,  
3 so they went to OISE and paid three thousand dollars,  
4 and OISE, God Bless them, came back and said Thou  
5 Shall Buy Only Colour, so we did, but this year  
6 we have not released one penny, we still have, Mr.  
7 McCarthy, some colour receivers stashed away, yes,  
8 because we haven't got the cable signal in, because  
9 the Department comes back -- their money -- inaudible--

10 DR. McCARTHY: Maybe there ought to be  
11 a better balance to the amount spent on putting the  
12 material in the building to receive it, and then you  
13 know, you would use up all your sets.

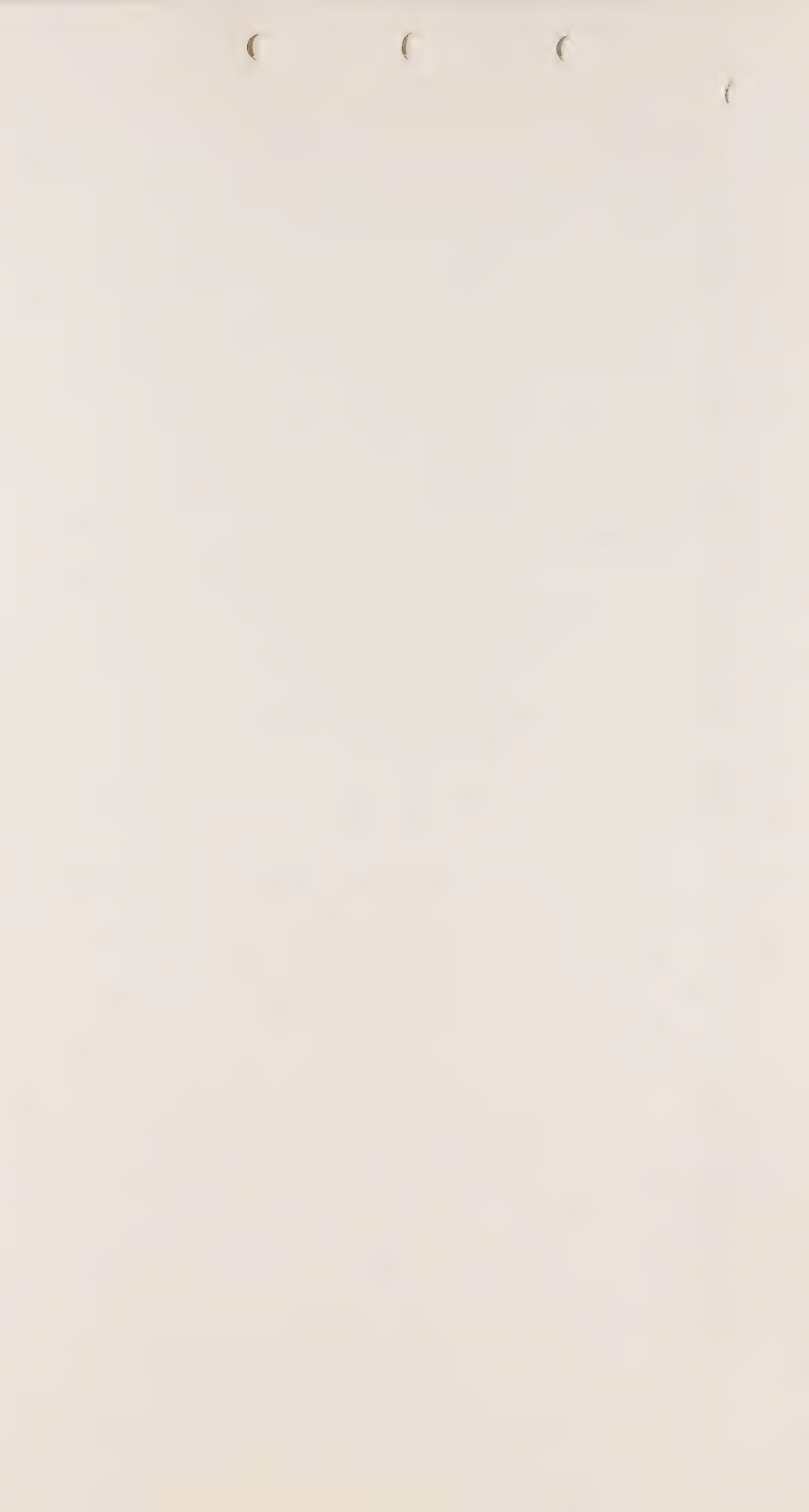
14 A SPEAKER: But, Mr. McCarthy, I can  
15 equip a school with television recording facilities  
16 which means they get away from what we call the  
17 regimentation of education for three thousand dollars,  
18 but it costs us eighteen thousand dollars to wire  
19 the darn school, because of labour costs.

20 MISS SWEET: Well that comes out of a  
21 different budget.

22 A SPEAKER: For which the department  
23 cut us off this year, darn it, and we use it -- we use  
24 it well. Please put in a good word for us, will you  
25 Mr. McCarthy?

26 THE CHAIRMAN: I think now that you  
27 have got that point across ----

28 MISS SWEET: Well the other point that  
29 came out, the TV and what Peter has been saying here,  
30 is you know, training of teachers to use them, and I





1 think, Phil, you wanted to say something about teacher  
2 training and I promised one point, and I thank you very  
3 much.

4 MISS EDMONDSON: I will try to make it  
5 very brief. First of all we are convinced that the  
6 teacher training is insufficient. We feel there should  
7 be selection and screening in order to avoid wastage  
8 in training people who are not suitable by their  
9 general psychological get up and approach, and ability,  
10 in getting an idea across. We feel that the cost of  
11 training could be lessened in this fact, also if people  
12 who do slip through, such a screening, could be  
13 weeded out somewhat earlier. We think this would  
14 increase the cost of training -- has increased the  
15 cost of training in the past and all of us have seen  
16 examples of student teachers who have come into the  
17 schools, that we really are questioning as to whether  
18 or not they should have ever started their training.

19 When teacher training is one year after  
20 high school, as it was in the past, there is a great  
21 deal of need for in-service training. Toronto has  
22 provided a great deal of in-service training through  
23 its various departments and in addition to this we  
24 have made use of consultants in the city, to help  
25 with these young teachers who are starting out and who  
26 are inexperienced and many of the nuisances and things  
27 that they will meet in the classroom.

28 Last year, due to budget cuts we had  
29 to cut our corps of consultants and the resulting  
30





1 feeling this year, and the actual suffering has been  
2 seen in the schools where four or five consultants  
3 are totally unable to get around to all the schools  
4 and cope with the problems, because a person needs  
5 a consultant not just the first year they are  
6 teaching, but for a period of time thereafter. There  
7 needs to be accessibility and opportunity to work  
8 with that person. This is very very difficult when  
9 we have several hundred people coming into the  
10 profession and only four or five people to get around  
11 and see all of those people.

12 We also feel that with the university  
13 type training coming in for the teachers that eventually  
14 this should help become alleviated, but in the  
15 meantime we still have this problem. We are  
16 expected to find the problem child in the classroom,  
17 get remediation early for that child, because there  
18 is a greater chance of helping that child, but with  
19 the type of training that we have had up to this  
20 point, there is not enough basis for the young  
21 teacher starting out.

22 THE CHAIRMAN: How would you suggest  
23 we screen people who are applying?

24 MISS EDMONDSON: This is something  
25 that would have to be studied. There are other  
26 walks of life where there is screening done. For  
27 instance, I have to make a comparison with the  
28 police force, but this is something that has been done  
29 in some police forces in large urban areas in  
30 North America, where they felt that certain types of







1 | people were tending to become policemen, because  
2 | they liked to be able to throw their weight around.  
3 | They felt that this was a bad thing for the image  
4 | of the force, and for the relationship with the public,  
5 | and they began doing this type of screening. Now  
6 | surely something with our present knowledge could be  
7 | worked out which would help keep the type of person  
8 | out of the classroom who is virtually inept when  
9 | they start and who will continue to be so over a  
10 | period of time.

11 |                   MISS SWEET: Maybe we could talk to  
12 | the Argos. They are doing some testing now for  
13 | their players.

14 |                   MR. CHOWN: Could I follow up on this  
15 | consultant help? Before ceilings came into being  
16 | two years ago, we had twenty-two city consultants  
17 | handling our first and second year teachers and  
18 | other teachers who wished their services, and a year  
19 | ago we were forced to cut, from twenty-two to  
20 | five. I had until Christmastime, nine teachers on  
21 | probation, out of a staff of twenty-one, and these  
22 | were either first or second year teachers, and  
23 | they were seeing the consultant approximately once  
24 | a month for half a day in school, these nine people,  
25 | and it is getting to the point now where it is  
26 | almost of no help because it is such little help,  
27 | where the teacher comes up with problems, she comes  
28 | to the principal and he is so busy, she looks for  
29 | a consultant and there is not one there, and I feel  
30 | very badly when a person has had only nine or eight





1 months training at Teachers College, coming in and  
2 being responsible for thirty some kids, not really  
3 having somebody there all the time, except for a  
4 fellow teacher across the hall.

5 DR. McCARTHY: What is the principal  
6 busy doing?

7 MR. CHOWN: I would like to send you,  
8 of a committee  
9 if I may, a copy of a brief/where I spent the last  
10 winter working on the role of the principal. I  
11 find now that I am pushing approximately sixty and  
12 sixty-five hours a week, and I have no time for kids  
13 or teachers and I think that is very sad, but  
14 tremendous demands are being put on, and I discussed  
15 with one of your people on a survey that I believe  
16 your committee is doing, the time consuming types of  
17 surveys that come into the school, the community  
18 demands which are increasing -- I could spend all  
19 day talking to parents.

20 DR. McCARTHY: Well I didn't mean to  
21 be facetious about that remark. I just think that  
22 no one else ought to be responsible for dealing  
23 with young teachers except on-- that basis, except  
24 the principal. There ought to be some way to find  
25 somebody else -- I don't know who it is -- the vice-  
26 principal or some other --

27 MR. CHOWN: My school has seventy-five  
28 kids over the Metro formula for a half time vice-  
29 principal, which I have none. I have a secretary,  
30 and I should have a secretary and a half, and I am





1 the only person in the school out of the classroom,  
2 other than the secretary, and I am not available  
3 very often. It is really sad. I would hate to be a  
4 first year teacher.

5 DR. McCARTHY: I was just going to  
6 say I know -- I have been in enough of the different  
7 positions to know the pressures that come from the  
8 administration and the contact point and so on,  
9 but I still believe that I would rather get a  
10 consultant of some kind and put them in to deal with  
11 some of those other problems so I could be free to  
12 work with my teachers, because I don't see how  
13 a consultant can provide, even if working with the  
14 young teacher, and provide the continual year -- the  
15 consultants come and they are gone -- and you know  
16 it isn't always going to be that the problems come  
17 up when the consultant is there.

18 MR. CHOWN: The only problem with that,  
19 I agree with what you are talking about, especially  
20 in a school/ <sup>K to 6,</sup> now which isn't that specialized. Then  
21 you get into a senior school, which has a lot of  
22 special subjects, you are asking for a superman for  
23 principal, who is going to be qualified in all  
24 these areas, to be a consultant.

25 DR. McCARTHY: No, you are speaking  
26 in specifics now, and turning a little bit on me,  
27 because when you start to pick those people in seven  
28 and eight, you are talking about seven and eight,  
29 so you have a geography person, but you put a new  
30 person out of teachers college in charge of a







1 | geography class in grade seven --

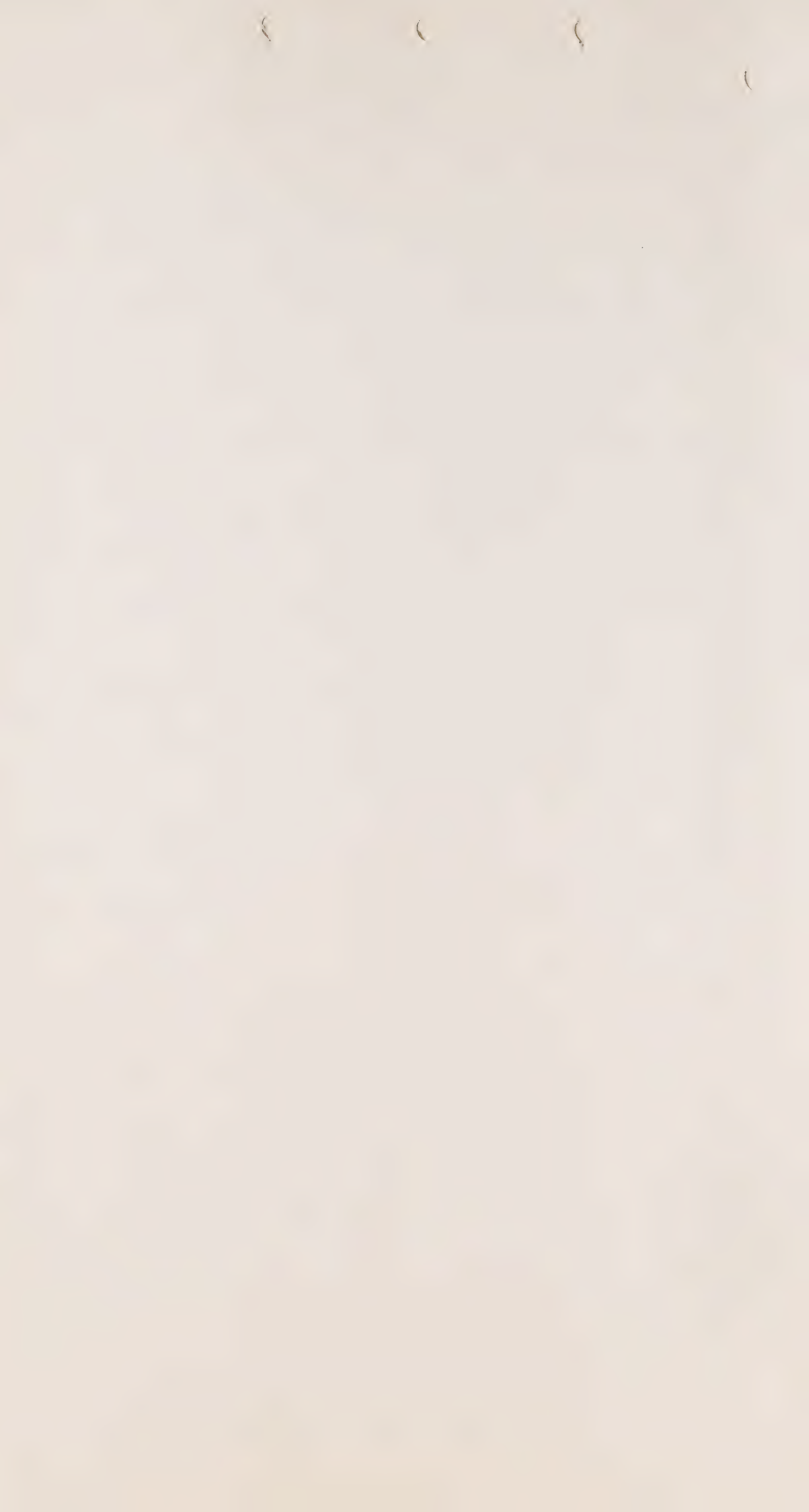
2 |                   MR. CHOWN: That happens, but probably  
3 | the bigger problem would be a person who has been in  
4 | the geography room twenty years and is twenty years  
5 | out of date.

6 |                   DR. McCARTHY: Yes, but he isn't  
7 | the immediate problem, you know, that your beginning  
8 | teacher ---

9 |                   MR. CHOWN: It can be with changing  
10 | programs and I think we are getting caught up in that  
11 | line, where there is a lot of pressure with changing  
12 | programs, and some of our experienced people,  
13 | experienced principals need help in how to change to  
14 | the new types of programs, but I agree the biggest  
15 | problem is the beginning teachers, really.

16 |                   DR. McCARTHY: The geography teacher  
17 | is that incompetent after twenty years, you know -- maybe  
18 | there is a different kind of recommendation ought to  
19 | be made.

20 |                   MISS SWEET: There is a question here.  
21 |                   I wonder why there is a very great difference<sup>like \$500,</sup> between  
22 | the amount allowed by the department for an elementary  
23 | student and that for a secondary student. That is a  
24 | question. That is something that I think, with the  
25 | changing qualifications of elementary schools, that  
26 | what is going to happen -- very seriously raising the  
27 | amount for elementary and perhaps have no weighting  
28 | factor for special education -- inaudible -- to  
29 | allow the differences in our mind -- as mainly a  
30 | historical thing, which would be maybe passed over.





1 THE CHAIRMAN: It seems to be a  
2 general agreement.

3 MISS SWEET: Good. We have stayed  
4 away from the Ministry of Education, we have tried to  
5 present our concerns and my last one is coming back  
6 to the department and expressing our very great concern  
7 that from them is coming, cut, trim, pare, save,  
8 and when we look at the book on the costs and  
9 estimates we see that in 1970-71 the general  
10 administrative costs for the Ministry of Education  
11 was some seven hundred and thirty-one dollars, nine  
12 hundred and twenty-five cents, and the estimates for  
13 '72-'73 are four million, two hundred and two thousand,  
14 which is an increase of almost four hundred and  
15 seventy-five per cent.

16 DR. McCARTHY: May I answer that one?  
17 Because you raised that one, I went to the department  
18 or the ministry and asked them for a statement of  
19 the picture in terms of what was included in these  
20 figures and the whole department has been changed  
21 over to program budgeting, and there has been a  
22 transfer of amounts from one category to another,  
23 so that the figures you just stated, have no  
24 relationship, one year to the other. If I can point  
25 out the transfer of functions among ministries,  
26 total twenty million nine hundred and ninety thousand,  
27 and that was made up of differences of two and a half  
28 million, Council of the Arts, Provincial Library  
29 Services were transferred, Ontario Education  
30 Communication authority was transferred, and then





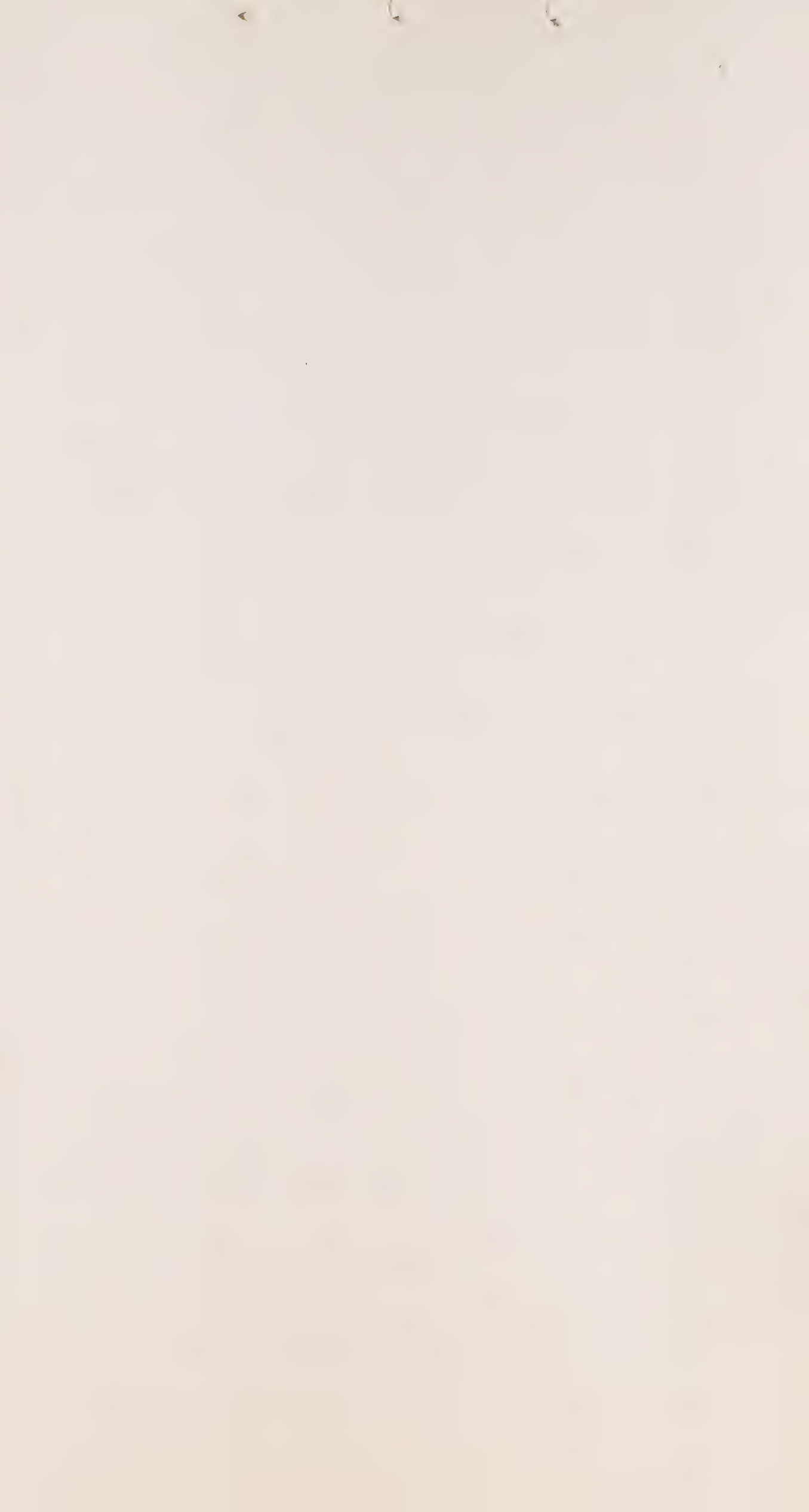
1 these were broken down in different categories so  
2 what you are saying there is no relationship between  
3 succeeding years. There was a transfer again of  
4 another amount -- Teachers Colleges, for example --  
5 there is a million and a half there that was  
6 transferred to another program, and grants made to  
7 some jurisdictions like the Elliot Lake Centre  
8 for/continued education, a hundred and eighty thousand  
9 dollars there. There is another one, the office  
10 of the assistant deputy minister, various support  
11 services, a hundred and ninety-nine thousand, five  
12 hundred, so that in order to make that comparison  
13 if you look at the debates in the legislature, they  
14 are having the same problem because the new allocation  
15 of costs on the basis of program budgeting is  
16 entirely different, so I think I am not denying that  
17 there may be increased costs, but there is nothing  
18 like the dimensions --- it is not the case, because  
19 if you like I can get you the other material.

36 20 MISS SWEET: I would be interested  
21 because the department seems to be saying "Thou shall  
22 cut, but we shall have." I am not speaking  
23 personally, just what is coming to me from all sides.

24 THE CHAIRMAN: We are going to study it.

25 MISS SWEET: This is hard to do when all  
26 we have is the book.

27 MISS EDMONDSON: The -- we experienced  
28 this in one of our own summer courses last summer.  
29 A representative of the department did stand up and  
30 say, you know, we think that you should do what the







1 public expects you to do in education, and I am afraid  
2 I was guilty of asking a question of that person and say  
3 well how do you expect us to keep expanding programs  
4 when there is a ceiling on, and costs are rising, and  
5 the frustration in the room was so evident that I am  
6 afraid that fellow got a grilling for the rest of the  
7 day.

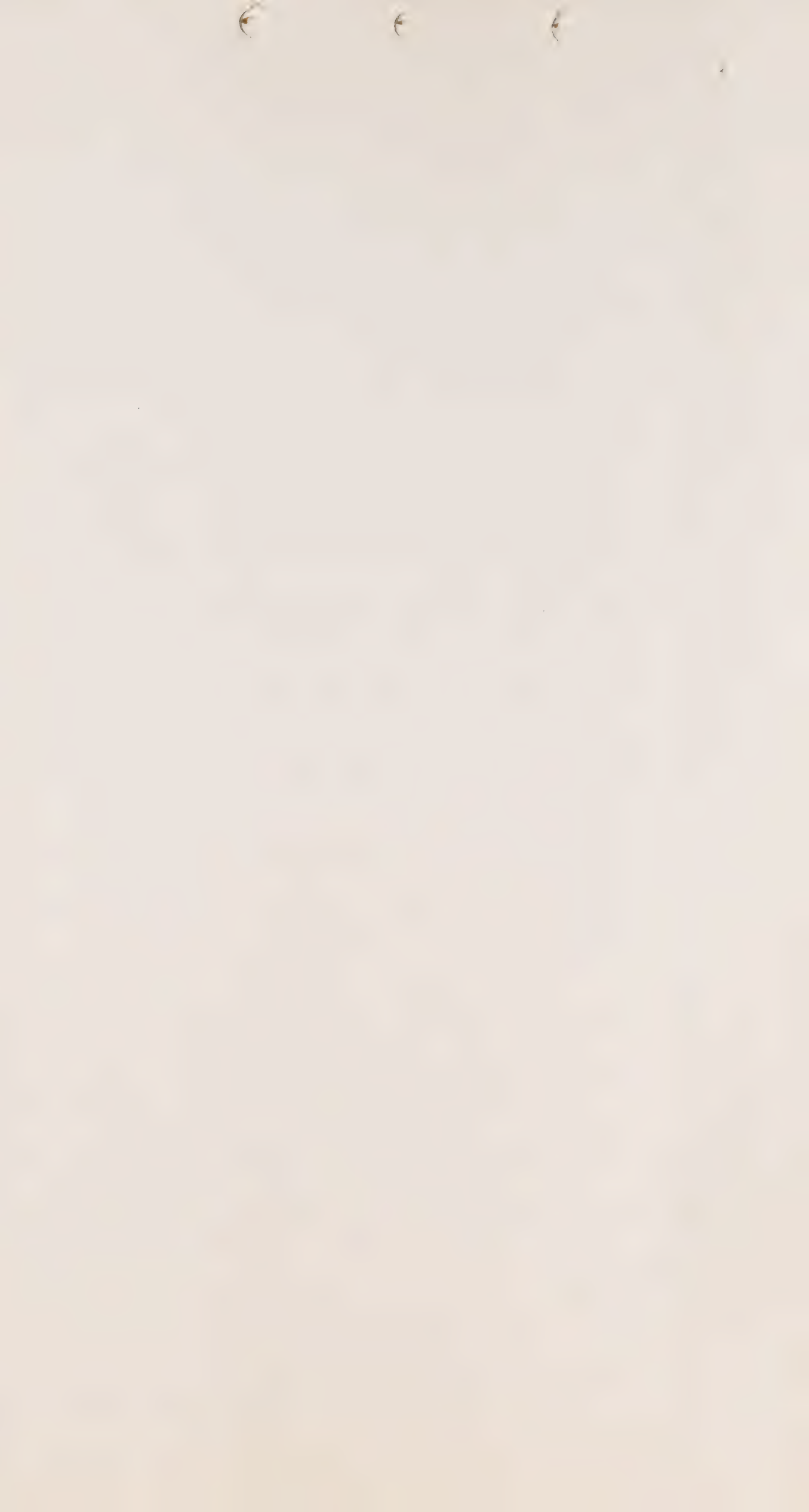
8 DR. McCARTHY: At the risk of getting  
9 the same kind of a grilling, may I ask here, when you  
10 say cuts and ceilings, I think you have to put it  
11 -- and this is the common way, as referred to in  
12 terms of cuts, but each year the cost or the amount  
13 per pupil has gone up over what it was the previous  
14 year, so that it is not a cut unless you say we have  
15 decided to establish a budget that is here over last  
16 year's relationship and then we have to come back  
17 part way, but it is still a rise from what it was  
18 last year, so, you know, I cannot understand the  
19 use of the term 'cut' in that context.

20 A SPEAKER: What you have to remember  
21 is how much was this increase over and above the  
22 increase in the cost of living, because there is an  
23 increase in the cost of paper and pencils every year,  
24 and therefore there has to be an automatic increase  
25 in the budget simply to stay where you were last year.

26 DR. McCARTHY: That is right, I agree  
27 with you.

28 A SPEAKER: In many instances, this  
29 increase is not enough to compensate the cost.

30 DR. McCARTHY: It may be true in '73,





1 but it is not true until we get to '73, because if  
2 you put that average cost of about 3 per cent in the cost  
3 of living, the increase has been above that each  
4 year, up until now. Now for next year, that is a  
5 different story.

6 MISS SWEET: According to the calculated  
7 Metro ceilings that I have here, 776 this year, 759 next  
8 year ---

9 DR. McCARTHY: But there is still an  
10 increase for '73 over this -- well you are speaking in  
11 terms of the fact -- you are speaking of Metro, where  
12 it was away back and they had to come back.

13 MISS SWEET: That's right, these are  
14 cuts to us.

15 DR. McCARTHY: That may be well true.

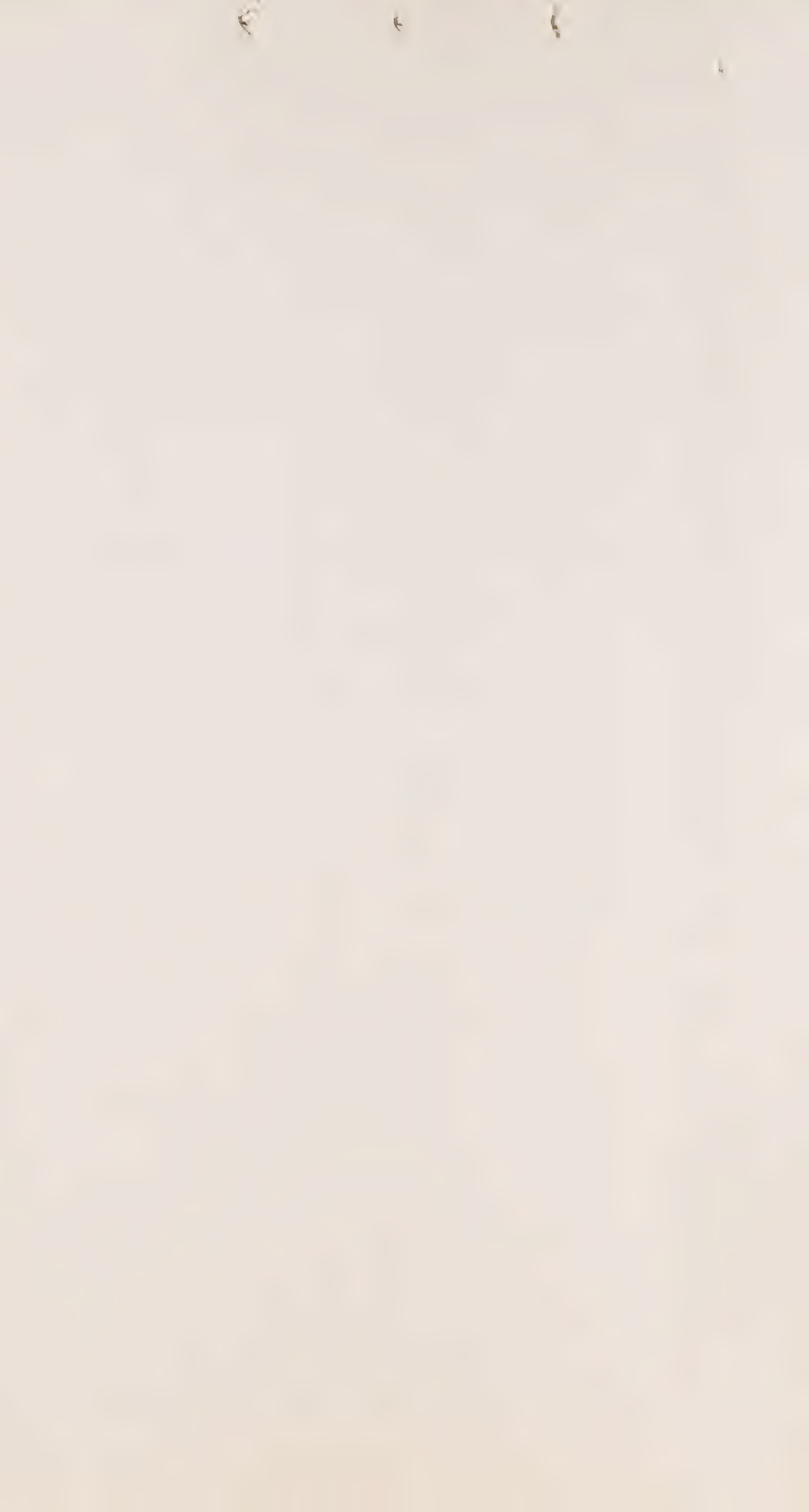
16 MISS SWEET: I mean perhaps we can  
17 appreciate the provincial picture but we are dealing  
18 with our own, and that is reality for us and that is a  
19 cut.

20 DR. McCARTHY: That is right.

21 MISS SWEET: But we do very much appreciate  
22 your kindness and consideration in letting us go on  
23 at such length; we could go on for another hour, but  
24 we would not do that.

25 THE CHAIRMAN: What we may do, because  
26 of the lateness of the hour, we may submit questions  
27 to you -- you are going to send in further information,  
28 and---

29 MISS SWEET: Yes, there were three  
30 things that you asked for. If I could just check to





1 make sure I have got them.

2 One is the report on maintenance; one  
3 was where we got our fourteen hundred dollars for  
4 special English, and the psychology ---

5 THE CHAIRMAN: I think we referred to  
6 a study made by Toronto --- I think we already have  
7 a request for that.

8 MISS SWEET: Oh yes, and the one on the  
9 duties of principals. The role of the principal, that  
10 is four things we will send to you.

11 MR. KERR: May we also inquire as to the  
12 trends in the cost of vandalism in your system?

13 MISS SWEET: Could you get that, Mr.  
14 Saunders?

15 MR. SAUNDERS: Yes, I will.

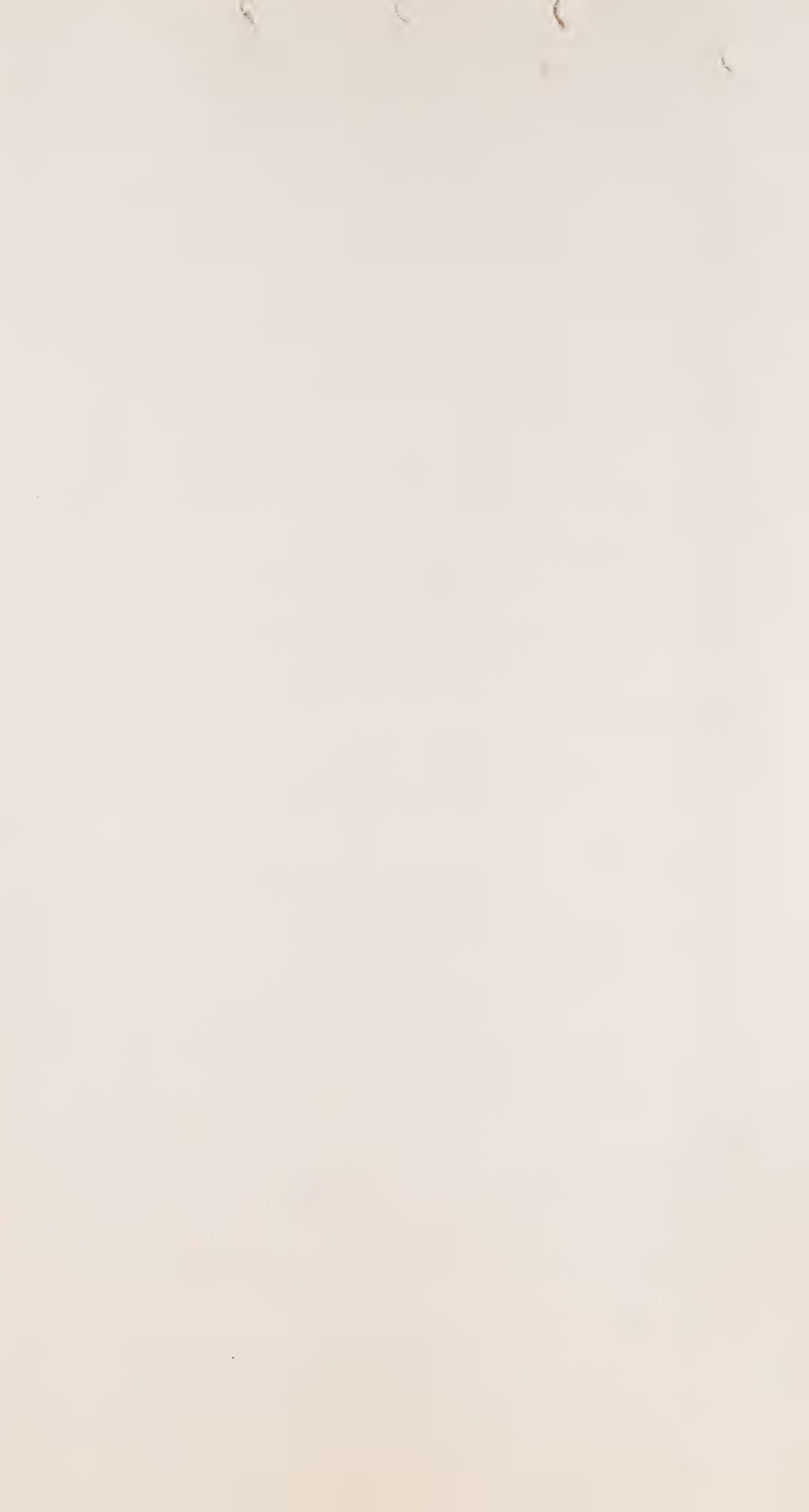
16 THE CHAIRMAN: Have you made all your  
17 points?

18 MISS SWEET: No, but we will stop here.  
19 We appreciate what you have done. As you say, we  
20 could go on, but ---

21 DR. McCARTHY: I wonder if Miss Sweet would  
22 be able -- I have to say this personally -- this is one  
23 of the most stimulating discussions -- maybe because  
24 I was involved so much, but there are a lot of things  
25 if they were agreeable, I think we might well ask  
26 them for their comments and views about it in some  
27 other areas that you may not even have intended to  
28 raise.

29 MISS SWEET: We will be most agreeable.

30 THE CHAIRMAN: Well, we certainly







1 appreciate your coming and thank you very much.

2 Thank you for putting in your brief.

3 MISS SWEET: Thank you.

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---Hearing adjourned at 6:45 p.m.

THE [illegible] OF [illegible]

BY [illegible]

[illegible]

[illegible]







